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**Local Strategic Partnerships in London:
an investigation of local collaborative action**

Yukikazu YAMAGUCHI

Thesis submitted for the degree
of Doctor of Philosophy (PhD)

2007

The Bartlett School of Planning
University College London

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Abstract

Local Strategic Partnership (LSP) are the main vehicle of “A New Commitment to Neighbourhood Renewal”, which is a key programme for improving deprived areas in England. LSPs were set up to establish inclusive, collaborative and strategic approach at the local level. The main tasks of LSPs are to establish the Community Strategy, the Neighbourhood Renewal Strategy and the areas of allocation of the Neighbourhood Renewal Fund with aims of reflecting local needs for neighbourhood renewals. Because LSP consists of various stakeholders in various policy areas at different administrative levels, it would be difficult to reach agreements among them and to produce tangible output. This thesis explores preconditions of the LSPs approaches, two-way communications for formulating strategies, reaching consensus between members of LSPs and reflecting local needs to such strategies, and contributions to local communities. Then, it discusses what forces determine styles of operation of LSPs, why LSPs encounter difficulties in discussions in the decision making process and why LSPs have difficulties in shaping strategies of the partners’ organisations. Firstly, this thesis develops a new evaluation framework for the strategies-making programme and public participation programmes, which may find practical use, based on the literature reviews of both academic research papers and government guidance on participative planning approach. Secondly, through reviews of government guidance on LSP approaches, this thesis established hypotheses for resolving the above mentioned questions by considering the new evaluation framework. Thirdly, in order to verify hypotheses, it uses the results of a questionnaire survey, a one-year observation of the board meetings, and an interview survey which examines the ways that the process operated for the strategy-making in four LSPs in inner London boroughs; namely, Camden, Hackney, Lambeth and Wandsworth. It concludes by discussing to extent which LSPs achieve involvement and success in shaping the strategies of the partners.

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List of Abbreviations

BME	Black Minority Ethnic
BVPI	Best Value Performance Indicator
CEF	Community Empowerment Fund
CEN	Community Empowerment Network
CLSP	Camden Local Strategic Partnership
DETR	Department for Environment, Transport and the Regions
DfEE	Department for Education and Skills
DH	Department of Health
DTI	Department of Trade and Industry
DTLR	Department for Transport, Local Government and the Regions
DSS	Department of Social Security
GLA	Greater London Authority
GO	Government Office
GOL	Government Office for London
HSP	Hackney Strategic Partnership
LAP	Local Area Partnership
LF	Lambeth First
LGA	Local Government Association
LNRS	Local Neighbourhood Renewal Strategy
LSA	London Development Agency
LSC	Learning and Skills Council
LSP	Local Strategic Partnership
LTP	Local Transport Plan
NDC	New Deal for Community
NRF	Neighbourhood Renewal Fund
NRS	Neighbourhood Renewal Strategy
NRU	Neighbourhood Renewal Unit
ODPM	Office of the Deputy Prime Minister
PCT	Primary Care Trust
PMF	Performance Management Framework
PSA	Public Service Assessment
ROAMEF	Rationale, Objectives, Appraisal, Monitoring, Evaluation, and Feedback
SEU	Social Exclusion Unit
SME	Small and Medium Sized Enterprises
UDC	Urban Development Corporation
WLSP	Wandsworth Local Strategic Partnership

Chapter 1 Introduction

1.1 Introduction

“I believe that the message is spreading throughout the administration that better consultation means better results”.

Prime Minister Tony Blair, Quoted in the forward to the Code of Practice on Written Consultation in November 2000,

In 2001 the Blair government launched “A New Commitment to Neighbourhood Renewal: National Strategy Action Plan” which is one of the key programmes for tackling deprivation in the UK. Because a number of partnerships have been developed in a piecemeal way for delivering regeneration strategies at the national, regional and local levels, the Blair government set up a macro and strategic partnership approach, called the Local Strategic Partnership (LSP), to get together micro partnerships, such as education, crime, health, employment, and housing, for neighbourhood renewal. (Bailey, 2003) The Main tasks of LSPs are to establish the Community Strategy, the Neighbourhood Renewal Strategy (NRS) and the areas of allocation of the Neighbourhood Renewal Fund (NRF) with the aim of reflecting local needs for neighbourhood renewals. (DETR, 2001) The guidance states that “*The membership, structure and size of an LSP should reflect both its aims and the breadth of issues that fall within its scope. The precise membership of any partnership will depend on local circumstances and priorities; but LSPs will only be effective if their core membership includes the public, private, community and voluntary sectors*”. (DTLR, 2001: 12) In this respect, the government prescribed how to discuss but not what to achieve for neighbourhood renewals. Furthermore, the quality of LSP strategy-making process is indirectly assessed by the government. For example, central government assesses the performance of the NRF based on the improvement of Public Service Agreements (PSAs). In terms of the funding management, according to the Treasury Guidance (2003), the appraisal and evaluation form several stages of a broad policy cycle; namely, rationale, objectives, appraisal, monitoring, evaluation, and feedback. Local councils need to seek a good balance between the achievement of the objectives and the reflections of

community needs. Local councils have to take the lead of their LSP for setting up and delivering community strategy and LNRS for neighbourhood renewals. Can local government select suitable local stakeholders for the plan-making and get them to deliver results with the NRF? With whom should the local government communicate for understanding local needs? How should the LSP integrate the strategies of different policy areas?

This Chapter, first, briefly explains the LSP approach as a main vehicle of 'A New Commitment to Neighbourhood Renewal: National Strategy Action Plan'. Then, I explain rationales of this research and why this study examines the board meetings of the LSP.

1.2 Aim of thesis

This study views the LSP as a public participation programme established by the ODPM for the strategy-making of the neighbourhood renewals; the LSP is also responsible for conducting a public participation programme for local residents as a procedure of the community strategy and NRS making. For this reason, the LSP has to play two roles in terms of the public participation programme. According to the level of the public participation explained by some researchers (e.g. Arnstein, 1969), 'partnership' is higher than 'consultation' and 'informing'. In practice, although the LSP may be operated at the level of 'partnership', the LSP needs to determine the level of public participation programme for pushing ahead with the strategy-making procedure.

As mentioned earlier, because the government did not state precisely what the LSP is for, it seems likely that the members of the LSP are required to possess an adequate level of capacity for designing and conducting public participation programmes and for producing the improvement of the deprived area. Because the LSP is set up as non statutory organisations, it seems likely that unequal power and authority between pre-existing statutory partnerships and the LSP would make it

difficult for LSPs to perform. In fact, the ODPM (2004) reported that, in operation, LSPs were tailor-made and played different roles, such as Advisory, Commissioning, Laboratory, and Community engagement. The LSP also need to design governance arrangements in such aspects as the way of membership, rules of engagement, and their accountability. Then, LSPs need to identify their role and to take control in making adjustment between various pre-existing partnerships, bureaucratically. It seems probable that adequate capacities are required for LSP members, especially local councils, to run and manage the LSP activities by themselves, as a public participation programme provided by the central government.

Because LSP consists of various stakeholders in various policy areas at different administrative levels, it would be difficult to reach agreements between themselves for producing tangible output. The LSP is the first partnership in UK that opened up opportunities for voluntary and community organisations to participate in the strategy-making process of the partnership. The LSP members might need to resolve conflicts, which arise from the substantive, procedural and psychological concerns of the LSP members¹, in the decision making process. Importantly, it should be recognised that the adequate capacity of the LSP members is needed to establish the way of making decisions within the LSP members and between the LSP and local residents, and it defines the extent to which the LSP produces tangible outputs for neighbourhood renewals.

As is well-known among planning practitioners, in practice, public participation programmes for the strategy making are difficult to run under limited time and resources. It seems likely that the way of working of the LSP would be affected by various factors which are mentioned above; also, LSP members, especially local council officers, may well feel that running the public participation programme is difficult. Importantly, although the LSP needs to be appropriately set up by considering local circumstances, consensus must be reached on strategies within LSP for

¹ US Department of Interior (1998)

improving the deprived areas, and to implement them, not all LSPs can succeed in such LSP activities of the in the situation where all LSPs follow the same guidance provided by the central government. This study aims at filling the gap between theory and practice in the public participation programme.

The objective of this study is to find out:

reasons why not all LSPs have succeeded in improving the deprived neighbourhood, notwithstanding the usage of the same guidance of the central government.

1.3 Approaches

Although a number of government publications regarding the LSP approach have been published since 2000 (e.g. DCLG, 2007), only a few academic papers have been published. (e.g. Bailey, 2003) Three types of academic research on the LSP have been published in the field of planning; namely, comparison between the past partnership approach and LSP approach (e.g. Wallance, 2001; Bailey, 2007), examination as to what extent the inter-organisational relationship, such as institutional capacity affect achieving strategic purposes (e.g. Taylor, 2000), and examination of how the characteristics of the institutional capacity of local residents in local areas contribute to the improvement of the deprived areas. (e.g. Craig et al, 2004) It can be said that most academic papers did not place emphasis on how they discuss and make decisions in the LSP for neighbourhood renewals. Moreover, most papers discuss neighbourhood renewal basically by using literature such as government documents. Furthermore, Bloomfield et al (2001) mentioned that empirical examinations on deliberative and inclusionary ‘process’ are few. Therefore, it is useful to understand how and to what extent the LSPs work both as measures of public participation and as an impetus to neighbourhood renewal. On the other hand, there are numerous number of reports published on the LSP. (e.g. ODPM, 2006a; DCLG, 2007a) The series of recent government reports, called ‘National

Evaluation of Local Strategic Partnerships', explained how LSPs were implemented in terms of organisational arrangements, activities and outcome, such as, organisational structure, staffing, resource, partnership activities, progress and outcome. It could be said that those government reports aim at the fact findings of the LSPs; they do not directly discuss how the LSP members made decisions and contributed to the benefits of local residents.

In order to investigate LSPs, this study needs an evaluation framework for the strategy-making for public participation programmes. Although not many evaluation tools of public participation programme in practice have been established and implemented in the UK and US, there are two types of evaluation frameworks: post-process evaluation tools (e.g. DCLG, 2007; Sommer, 2000) and pre-process evaluation tools (e.g. Canadian Round Table). One of the most sophisticated post-process evaluations was the self-assessment tools for the practitioners developed by the Transportation Research Board (TRB) in US. (See Chapter 2) One feature of this tool is that it can analyse the effectiveness of the public participation in terms of cost and effectiveness. On the other hand, because it is a quantitative self-assessment tool, the score might be biased toward the planning practitioner, and results do not provide deep information on how the public participation programme went. One of the meaningful pre-process evaluation tools was developed by Canadian Round Table (1996). Canadian Round Table describes 10 principles for the consensus building. These are the discussion topics for the practitioners to explore their process designing. They put such principles into the tasks of the stages of the consensus building which includes the notion of the designing the process. However, it does not provide information as to how and to what extent the participation programme succeeds in involving and reflecting the needs of the local stakeholders. Importantly, the useful knowledge and skills for successful public participation programmes in practice, such as those for preventing conflicts between participants, reaching agreements among participants, and time and resource management for the strategy-making are not basically shared by many practitioners. This study develops an evaluation framework for the public participation programme, and analyses the

experience of the LSP members in the decision making process.

Definitions of public participation

Although there are various definitions of public participation, there are three central features; a) various targeted stakeholders should be involved in public participation-not all citizens; b) there should be two-way communication between government and the public; and c) methods involving public participation should exist to reflect public opinions on policy plans and procedures. (e.g. Cabinet Office, 2002; the Secretary's Public Participation Policy Statement in US, 1998; Committee on Public Involvement in Transportation in the US, 2003) While diverse concepts about the public participation are fully explored in Chapter 2, the following sections introduce arguments about the public participation.

Recent participative planning theories

In the field of participative planning theories, many planning theories, such as Fisher and Forester's "argumentative turn" (1993), Sager's "communicative planning" (1994), Innes's "consensus-building" (1994; 1996) and "communicative planning" (1998), and Healey's "communicative turn" (1996) and "collaborative planning" (1997), are influenced by Habermas' communicative action. Habermas (1992) believes that public opinions should be built by communicative action, which is defined as "*the actions of agents involved are coordinated ... through acts of reaching understanding*" (1984: 285), and communicative action has to be undertaken under the "ideal speech situation" which is defined as a dialogue between people who are in every respect equal in power and understanding². Collaborative planning is basically all-inclusive in the planning process for obtaining consensual policy outcome based on communicative action³. All stakeholders have the right to participate in the plan-making process⁴. Furthermore, collaborative

² Healey (1997)

³ Kumar and Paddison (2000)

⁴ *ibid.*

planning aims at the communicatively rational. According to Innes (1996), the definition of “communicatively rational” is as follows:

“Communicatively rational” is to the degree that it is reached consensually through deliberations involving all stakeholders, where all are equally empowered and fully informed, and where conditions of ideal speech are met. (Statements are comprehensible, scientifically true, and offered by those who can legitimately speak and who speak sincerely.)

(Innes 1996: 461)

Evaluation framework for practice of public participation programme

This study assumes that if the main conditions or requirement of collaborative planning theory, fulfilled, the effects of the public participation in practice can be fully obtained. Therefore, to identify the difficulties to fulfil such requirements of collaborative planning theory helps to develop the capacity of the planning practitioners. However, this study does not believe collaborative planning theory can be used for such purpose, but rather that this collaborative planning theory helps to discuss what knowledge and skills are required for the planning practitioners to conduct the public participation. The study develops an evaluation framework of the public participation programmes by using the discussions of participative planning theories.

Arguments about public participation programmes

This study uses three common features which emerge from the definitions of the public participation programmes to analyse the LSP activities.

a) Various targeted stakeholders should be involved in public participation-not all citizens

The obvious difference between the definitions of the public participation and collaborative planning theory is that targeted stakeholders are to be involved in the public participation programme. Although collaborative planning theory mentioned that all stakeholders have to be included in planning process as normative concept, it is not easy to accept this principle. As discussed in negotiation study (e.g. Lewicki et al, 2007), the parties of general conflicts, such as divorce

mediation, are both clear and closed; the local stakeholders in planning and infrastructure management are both various and opened. Moreover, the parties in general conflicts voluntarily join the discussions for resolving conflicts, but local stakeholders in planning and infrastructure are not like this. If LSPs follow the notion of collaborative planning for building consensus for neighbourhood renewal, they have to comprehensively gather information about stakeholders such as who has a stake, what issues are important for those stakeholders, what are the constraints relevant to the projects, and how they can participate. The important task of the local council is to find and select the LSP members for initial setting of the LSP, and to select their target groups with the consideration of how the LSP will communicate with the general public. This study argues as to what determines the institutional setting of the LSP.

b) There should be the two-way communication between government and the public

In collaborative planning, mutual understanding through communication at the public sphere, which is located between public authorities and the private realm, leads to a communicative rationality and a positive effect on local collaborative action. Collaborative planning discusses communication methods: such as how to take initiatives, how to provide equal opportunities to discuss for the expression of opinions and the importance of reaching consensus. In terms of the selection of the LSP members, the study assumes that an LSP approach, as a whole picture, is required to establish different communication levels or channels which depend on the need of the local stakeholders; some local stakeholders need close two-way communication with the council, but other public members might not need such a relationship. It is possible that the council also needs to secure the accountability and fairness of the decision making process under limited time and resources. Also, after the progress of procedures of the strategy-making is completed, new conflicts emerge in the discussions, even though LSP members already made decisions. They might need to be flexible in the process to follow up. There may be various ways of two way communications by considering the needs of local people, and it is likely that, within LSP or between LSP and local people, the local

council needs to provide adequate communication channels, and all necessary information. Furthermore, they might need to secure fairness and accountability on the strategy making procedure with some flexibility for some risk which might be caused by the results of the public participation. This study investigates why the LSP encounter difficulties in discussions for the decision-making.

c) Methods involving public participation should exist to reflect public opinions on policy plans and procedures.

Setting up and promoting public participation needs to be undertaken carefully in avoiding political difficulties, and decisions need to be made with a view to efficiently provide benefit to local community. Although consensus-building as a means of the decision-making is important for collaborative planning, it is controversial whether consensus-building is possible in practice. (e.g. Tewdwr-Jones and Allmendinger, 1998). Allmendinger (1996) also pointed out that the groups involved in the participative process try to achieve their own objectives. Tewdwr-Jones and Allmendinger (1998) note that it is questionable whether individual stakeholders can accept other values which are incompatible with their emotional reaction and feeling about issues in order to secure good-quality output of planning under the conditions of limited resources. Some other criticisms are explained in Chapter 2.

In collaborative planning, consensus exists as a monolithic single concept; but this would be too simple. According to the negotiation study (e.g. Lewicki et al, 2007), in a court case, there is a judge who has the power to force litigants to follow the judge's direction, in planning and infrastructure management, interested parties who have conflicts need to voluntarily arrive at a consensus on what and how they continue. In this aspect, because the third parties like a court do not exist in the decision making process in the LSP, the LSP members need to prevent conflicts from arising for the decision making. According to the US department of Interior (1996), stakeholders can choose one from five different approaches for resolving conflicts: Avoiding, Accommodating,

Competing, Compromising and Collaborating⁵. It is clear that consensus-building among all stakeholders is the result of the choice of individuals from one of those approaches. In this framework, collaboration for the consensus building is dealt with as one of five approaches. Using the approaches to conflict resolutions in negotiation study, this study will argue how the LSP members make decisions for neighbourhood renewals under the constraints of time and resources.

Research Questions

The central research question is:

to what extent do LSPs achieve involvement and success in shaping strategies of the partners?

Sub-research questions:

- What forces have determined the institutional design of LSPs?
- Why do LSPs encounter difficulties in two-way communication in strategy making process?
- Why do LSPs have difficulty in reflecting needs and reaching consensus?

1.4 Information requirements

In order to identify to extent which LSPs achieve involvement and success in shaping strategies of the partners, this study require a detailed investigation, using documents, attendances of meeting, a questionnaire survey, and an interview survey of the decision making process of LSPs. While the methodology of the case study is fully described in Chapter 2, the following explanation is required for my study.

⁵ US Department of Interior (1998) has their basic approach to conflict, which is similar to Lewicki et al (2007).

This study reviews relevant documents, such as the government guidance, the report on the initial evaluation of LSPs, community strategy in each case study area, the purposes of LSPs, term of reference, current activities published on web sites, the progress report of each LSP, and agenda items and minutes of the board meetings of each LSP, and national evaluation survey. These documents are helpful for investigating the preconditions of individual LSP approaches.

The one year observation, the questionnaire survey and the interview survey to the LSP members are very important sources for this study, as each LSP has its own style and the discussions reflects local circumstances. Due to this, the discussion in the LSP is affected by various concerns, such as substantive concern for neighbourhood renewal, procedural concern of decision making, and psychological concerns among the LSP members. This study requires detailed data relating to the board meeting of the LSPs.

This study selected four London boroughs, namely Wandsworth, Hackney, Camden and Lambeth. In order to investigate the board meeting and to gather detailed data, the case study areas were selected by location, convenience of travel, and the organisational structures of their LSPs.

1. 5 Thesis Structure

This thesis consists of 9 chapters. Following an introduction, Chapter 2 develops the perspectives that refer to public participation programmes and contribute to identify how and to what extent the various types of public participation programme achieve involvement and success to reflect the stakeholders' strategies. It reviews the concept of public participation in practical use based on the government reports and handbook about public participation in the UK, the US and Canada. Then, it discusses reasons why the public participation programme is difficult to conduct.

Chapter 3 discusses “A New Commitment to Neighbourhood Renewal” in terms of how this government programme works, looking at the role of the LSP, how funding is allocated, who are the actors, and how they operate. To answer research questions of this study, the hypothesis in the context of LSP are discussed by using the evaluation framework established by Chapter 2.

Chapter 4 explains the methodology of conducting case study. By using the evaluation framework which is developed in Chapter 2 and 3, this chapter identifies information required to discuss research questions of this study. Then, it discusses why and how the case study areas, Wandsworth, Hackney, Camden, and Lambeth were chosen. Then, it explains how the fieldwork on these 4 LSPs was undertaken, describing the secondary source collection, the one-year observation of the meeting, the questionnaire survey and the semi-structured interviews.

Chapters 5, 6, 7 and 8 turn attention to the 4 LSPs in London, the Wandsworth Local Strategic Partnership (WLSP), Hackney Strategic Partnership (HSP), Camden Local Strategic Partnership (CLSP), and Lambeth First (LF), respectively⁶. These chapters examine how the LSP members discuss their neighbourhood renewals. In analysing this, these chapters refers to the institutional setting established by the ODPM and institutional design of the LSP set up by the local council as preconditions of producing the output of the LSP. Also, these chapters focus on the two-way communications and the decision-making of LSPs, and explore the benefit of the LSP to local residents.

Chapter 9 summaries and highlights the main findings of this thesis related to the LSPs as a participation programme of the strategy-making. Based on the results of the comparison of four LSPs, it explores what forces have determined the strategy-making process of the LSPs, why the LSPs encounter difficulties in the decision making process and why the LSPs have difficulties in

⁶ The name of the LSP is determined by the participant of the LSPs.

reflecting local needs and reaching consensus. Also, the conclusion will seek to account for the extent to which LSPs achieve involvement and success in shaping the strategies of other partners.

Chapter 2 Perspectives for Evaluation of Public Participation Programmes

2.1 Introduction

This chapter will propose perspectives for evaluating public participation programmes for examining which types of public participation programme achieve the greatest degree of involvement and success in shaping stakeholders' strategies. Although the Transportation Research Board (1996)(TRB) in the US and the Canadian Round Table (1996) established evaluation frameworks of public participation programmes, relatively little literature concerned with monitoring and evaluating them can be found, as Sommer (2000) mentioned. This chapter identifies three factors of such programmes, and discusses and establishes the perspectives for monitoring and evaluating them, in terms of these three factors, based on the literature reviews of planning, public philosophy, sociology, and negotiation studies.

Firstly, the concepts of public participation in practical use are reviewed based on government reports and handbooks about public participation in the UK, the US and Canada (e.g. Cabinet Office, 2002; National Environmental Policy Act, 1998; Institute of Water Resource, 1998). This sets the direction for examining the evaluation framework on public participation in this study. There are three separate aspects of the discussions on the perspectives: 1) Who should be involved; 2) Designing the plan-making process and public participation programme; and 3) Reflecting public interests, and building consensus.

Secondly, after the introduction of some definitions that are required in this study, literatures on the difficulties in conducting and managing public participation programmes are reviewed in the area of, mainly, negotiation and planning studies. Also, the literature on planning theories is reviewed in order to identify whether these planning theories can be applied to planning practice. Several planning theories that refer to communication between government and the public

for policy and plan-making, such as communicative planning (Forester, 1989; Innes, 1998) and collaborative planning (Healey, 1996), have been developed. Healey's collaborative planning theory is a useful starting point for understanding the features and issues for practical use, because some planning researchers have already discussed whether it is valid or not⁷. Various discussions can thus be used to argue the perspectives of evaluation.

Thirdly, based on these literature reviews, this chapter discusses and proposes perspectives for evaluating such programmes in terms of how and to what extent the various types achieve involvement and success in shaping stakeholders' strategies. In addition, pre-existing evaluation frameworks of such programmes are reviewed in order to clarify the location of the evaluation framework of this study.

2.2 Literature review on concepts of public participation

2.2.1 Definition of public participation

Quoted in the forward to the Code of Practice on Written Consultation in November 2000, Prime Minister Tony Blair said: *"I believe that the message is spreading throughout the administration that better consultation means better results"*. A report by the National Audit Office discussed: *"It is important that in order to develop a clear understanding of the issue, departments consult...those who will benefit from the policy or those affected indirectly and those who may have to implement the policy"*.⁸ It can thus be seen that the intention of the new labour government was to involve the public in policy-making.

In order to define public participation, some definitions in recent governmental reports are

⁷ e.g. Tewdwr-Jones and Allmendinger (1998)

⁸ Cabinet Office (2002)

reviewed. The Cabinet Office (2002) defines public participation as follows.

Participation: A relationship based on partnership with government in which citizens actively participate in defining the process and developing the policy. Participation activities might see citizens involved directly to draw up policy proposals and develop solutions to a problem. They might include Civil Society Groups (CSGs) working with a government department to help develop new operating frameworks by co-opting CSG representatives onto government bodies or stakeholder committees. Methods for engaging the public include referenda, citizens' juries, citizens' panels, or direct delegation of authority to citizens to make decisions. (Cabinet Office, 2002)

The Secretary's Public Participation Policy Statement (1998) in the US defines public participation as *"open, ongoing, two-way communication, both formal and informal, between DOE and its stakeholders—those interested in or affected by its actions. The purpose of such interactive communication is to enable both parties to learn about and better understand the views and positions of the other"*.

According to the Committee on Public Involvement in Transportation in the US, public involvement is defined as *"the process of two-way communication between citizen and government by which transportation agencies and other officers give notice and information to the public and use public input as a factor in decision making"*.⁹

Although these definitions are slightly different from each other¹⁰, the common features based on these definitions are: a) various targeted stakeholders should be involved in public participation- not

⁹ O'Connor, R. et al (2003)

¹⁰ The Institute of Water Resources also explains three general objectives of a public participation programme as: 1) the public relations objective; 2) the information objective; and, 3) the conflict resolution objective.

all citizens; b) there should be two-way communication between government and the public; and c) methods involving public participation should exist to reflect public opinions on policy plans, and procedures. These three features are discussed below.

2.2.2 Who should be involved

Although the term “the public” is a useful theoretical concept, it does not exist as a “monolithic single” body¹¹. The planners need to identify who is the public when they are going to conduct public participation. Here, we review the definitions of “public” provided by the following organisations, and discuss who should be involved in the plan-making process.

The National Environmental Policy Act in the US (1998) explains “public” as follows:

interested or affected private citizens; state, local, and tribal governments; environmental groups; civic and community organizations; business and labor groups; and independent experts from the scientific, technical, and academic communities. (NEPA, 1998)

Also, the National Audit Office in the UK defines “public” as:

“those who will benefit from the policy or those affected indirectly and those who may have to implement the policy”

As can be seen, the public is not all of citizens; rather, the public in this context is composed of the interest groups who will be affected directly or indirectly by a proposed plan. In order to identify

¹¹ IWR(1998)

who should be involved in the public participation programme for plan-making, planning officers have to analyse and understand what the issues are, who the stakeholding interests are, where they disagree, and where they might find common ground¹³.

2.2.3 Designing the plan-making process and public participation programme

In order to conduct effective two-way communication between the government and the publics who are identified, the planning officers who manage the plan-making process have to design the public participation programme at the beginning of the plan-making. The design should take account of what sort of information needs to be provided to and received from the public, and when and how to communicate with them. This section briefly examines: a) the level of public participation activities; and b) the design of the plan-making process and public participation programme, including the choice of communication tools.

a) Setting the level of public participation

The level of public participation activities depends on what the stakes of the publics are, are and how much the publics are affected by a policy or a plan¹⁴. Planning officers have to provide and receive information necessary in consideration of the difference between a proposed plan and the public interests. The publics can designate local problems that they want to discuss in the planning process, although the publics may not be able to resolve them¹⁵. Planning officers need to be aware of their 'frames' for reflecting local knowledge of different people through a public participation programme¹⁶. Planning officers need to carefully incorporate in the design ways to decide what the

¹³ IWR(1998)

¹⁴ *ibid.*

¹⁵ Schon (1983)

¹⁶ *ibid.*

issues might arise and when and how to deal with them during the plan-making process in order to avoid conflicts.

The concepts of the level of the public participation programme are often explained by using a ladder of citizen participation¹⁷. Arnstein (1969) showed eight levels of participation for explaining the extent to which citizens' power has an impact on determining the end product (see Figure 2.1).

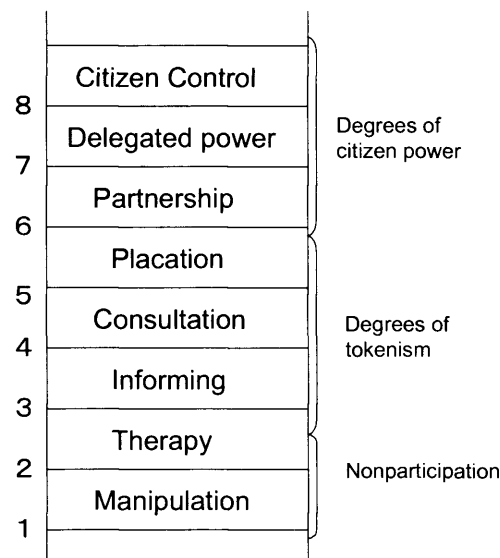


Figure 2.1 The ladder of citizens' participation (Source: Arnstein, 1969)

The bottom rungs of the ladder are: Rungs (1) Manipulation and (2) Therapy. These two rungs describe the level of “non-participation” by which power-holders educate or cure the participants. Rungs (3) Informing, and (4) Consultation, concern “tokenism”. Participants are allowed to be heard and have a voice, but power-holders have the right to decide. Rung (5) Placation, is simply a higher level of “tokenism”. Further up the ladder are levels of citizen power. Rungs (6) Partnership, (7) Delegated Power, and (8) Citizen Control, where the public can negotiate and influence

¹⁷ Arnstein (1969), IWR(1998), IAP2(www.iap2.org)

decision-making.

For example, IAP2 in the US refers to the level of public participation. As can be seen in Table 2.1,

IAP2 sets five levels of public participation: Inform, Consult, Involve, Collaborate and Empower.

Table 2.1 Level of public participation set by IAP2 (Source: IAP2)¹⁸

INCREASING LEVEL OF PUBLIC IMPACT				
INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
Public Participation Goal:	Public Participation Goal:	Public Participation Goal:	Public Participation Goal:	Public Participation Goal:
To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision-making in the hands of the public.

¹⁸ IAP2 (www.iap2.org)

The Cabinet Office (2002) in the UK defines the following four broad levels:

Information: a one-way relationship in which government disseminates information to citizens.

Public Opinion Research: a process by which policy makers capture the opinions of specific sectors or groups of the population through mainly quantitative methods to inform policy-making.

Consultation: a two-way relationship in which government asks for, and receives, citizens' feedback on policy proposals.

Participation: a relationship based on partnership with government in which citizens actively participate in defining the process and developing the policy.

(Cabinet Office, 2002)

The Cabinet Office explains that the highest level of public participation activities is, in practice, Participation. In the UK, actual levels of public involvement in planning are generally very low¹⁹. In recent years, neighbourhood renewal programmes in the UK have taken a partnership approach with voluntary and community sector organisations; the UK planning system has wider levels of public participation in practice than before.

As these reports and researches described above show, the level of participation should be recognised as an important factor when planning officers design public participation measures in practice. The level of public participation can be determined for each step of the plan-making.

b) Designing the plan-making process and public participation programme

Some governmental institutions specify several steps for smart and effective plan-making which may be run by planning officers²⁰. For instance, IWR (1998) explains four functional planning tasks which are performed in the plan-making process: 1) Problem Identification; 2) Formulation of

¹⁹ Scottish executive(2003)

²⁰ e.g. Cabinet Office(2002), IWR (1998)

Alternatives; 3) Impact Assessment; and, 4) Evaluation²¹. Within each of the four main planning tasks, a number of specific tasks have to be conducted. These include:

PROBLEM IDENTIFICATION

- a) Identify public concerns
- b) Analyse resource management problems
- c) Define the study area
- d) Project future conditions
- e) Establish planning conditions

FORMULATION OF ALTERNATIVES

- a) Identify measures
- b) Categorise applicable management measures
- c) Develop plans
- d) Consider plans of others

IMPACT ASSESSMENT

- a) Determine sources of impacts
- b) Identify and trace impacts
- c) Specify incidence of impacts
- d) Measure impacts

EVALUATION

- a) Appraise planning objective
- b) Appraise System of Accounts contribution
- c) Apply specified evaluation criteria
- d) Perform trade-off analysis
- e) Designate National Economic Development Plans and Environmental Quality Plans

(IWR, 1998: 134)

The public participation programme has to be designed to perform these tasks. As an example, FHWA (1998) shows the following five steps of a systematic approach for implementing public involvement programmes²³:

²¹ IWR (1998) p.134

²³ FHWA,USDOT(1996)

1. Set goals and objectives for your public involvement program.
2. Identify the people to be reached.
3. Develop a general approach or set of general strategies.
4. Flesh out the approach with specific techniques.
5. Assure that proposed strategies and techniques aid decision-making to close the loop.

(FHWA,

1998)

Planning officers need to select appropriate communication tools in consideration of the steps and tasks of the plan-making process and public participation programme²⁵ (See Table 2.2).

Table 2.2 Communication tools of public involvement

There are many potential methods of public involvement, with some of the most commonly used outlined below:

- Written consultation exercises
- Questionnaires
- Open Public Meetings
- Focus groups
- Re-convening groups
- Citizens' panels
- Citizens' juries
- Workshops
- Deliberative polls
- Consensus conferences
- Issue Forums
- Working groups
- Visioning exercises
- Planning for real

Electronic methods

- Electronic letterboxes
- Email distribution lists
- Internet based fora
- On-line live chat events
- On-line surveys
- Interactive games and scenario planning

²⁵ e.g. Cabinet Office (2002), FHWA (1998)

During this plan-making process, public participation as two-way communication between government and the publics must be conducted fairly and effectively²⁷. As part of the plan-making process, it is important to consider providing appropriate information to the identified publics and receiving appropriate information from the identified publics at each step of the plan-making process by using appropriate communication tools.

2.2.4 Reflecting the public interest and consensus-building

As mentioned above, planning officers need to secure ways to both obtain information from the public and provide information back to them in public involvement programmes in the plan-making process. Although conflicts among public interests can arise in the public involvement programme, planning officers are responsible for understanding the public interests and making decisions that reflect them. Although conflicts among the public might arise from the differences in interests or values, planning officers do not generally need to resolve these conflicts at the low level of public participation activities. If the level of public participation is higher than involvement shown by IAP2²⁸ or consultation shown by the Cabinet Office(2002), the public can negotiate and influence the decision-making. Conflicts among the public representatives have to be resolved during the plan-making process. In contrast with public involvement guidance specifying who should be involved, designing the plan-making process, and designing the public participation programme and communication tools, consensus-building as a tool of conflict resolution is rarely mentioned in governmental studies and handbooks on planning. There has been no demand for developing guidelines on consensus-building because there have not been many partnership approaches toward neighbourhood renewals.

²⁷ *ibid.*

²⁸ IAP2(www.iap2.org)

IWR (1998) shows the following basic steps for negotiations by political parties, labour and management:

1. Establish areas of agreement.
2. Clearly define the areas of continuing disagreement.
3. If possible, agree on a procedure for resolving any continuing disagreements.
4. Continue to work on each issue, one-at-a-time. (IWR 1998: 341)

According to Claydon and Chick (2005), although the demand for negotiating skills has been increasing in the UK plan-making process, planners are not adequately trained. Because negotiating, including consensus-building, is developed and accepted in the US, it is worth examining the application of consensus-building²⁹.

2.3 Perspectives of evaluation on public participation

Before discussing perspectives of evaluating and monitoring public participation programmes, some precise definitions of terms used in this study are required.

2.3.1 Terminologies for discussion

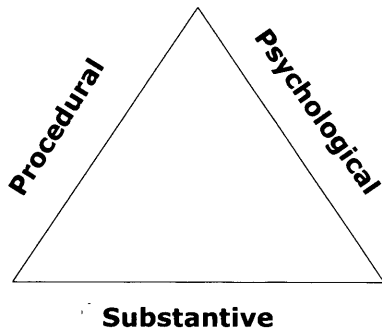
- Interest

Many authors in the field of negotiation studies (e.g. Fisher and Ury, 1991; Susskind and Cruikshank, 1987; Lewicki, Barry, & Saunders, 2007) emphasise recognising the difference between positions and interests for reaching agreements. According to the work of Lewicki et al. (2007), “*positions are what a negotiator wants; interests are why she wants them*”³¹. They explain that asking “why”

²⁹ Claydon and Chick (2005)

³¹ Lewicki, Barry, and Saunders (2007) p.98

questions helps to clarify the interests of negotiators. The US Department of Interior (1998) elaborate three different types of interests:



Substantive concerns: directly related to the focal issues being negotiated.

Psychological concerns: need for respect, acknowledgement of legitimacy, desire to be heard.

Procedural concerns: how disputes and problems will be resolved; fairness³².

Figure 2.2 Three elements which may be present in many conflicts

(Source: US Department of Interior)³³

The features of interests are as follows³⁴.

1. There is almost always more than one type of interest underlying a negotiation.
2. Parties can have different types of interest at stake.
3. Interests often stem from deeply rooted human needs or values.
4. Interests can change.
5. Surfacing interests.
6. Surfacing interests is not always easy or to one's best advantage.
7. Focusing on interests can be harmful. (pp.66-67)

Based on these definitions, planning officers need to communicate and negotiate with stakeholders who have various types of interests in plans being made; planning officers need to analyse the

³² Lewicki, Barry, and Saunders (2007) pp.98-99 show similar concerns.

³³ US Department of Interior (1998) Chap. 2-4

³⁴ Lewicki, Barry, and Saunders (2007)

structures of the interests of stakeholders for designing the public participation programme.

- Conflict

Most researchers in recent negotiation studies define conflict in a similar way. Rubin, Pruitt and Kim (1995), for example, define conflict as “*a perceived divergence of interest, or a belief that the parties’ current aspirations cannot be achieved simultaneously*”³⁵. Also, conflict results from “*the interaction of interdependent people who perceived incompatible goals and interface from each other in achieving those goals.*”³⁶

It is recognised that conflict is both destructive and productive (e.g. Deutsch, 1973, 2000; Tjosvold, 1988; Lewicki, Litter, Minton & Saunders, 1994). According to Lewicki et al. (2003), the function and benefit of conflict are: *a) Discussing conflict makes organizational members more aware and able to cope with problems; b) Conflict promises organizational change and adaptation; c) Conflict strengthens relationships and heightens morale; d) Conflict promotes awareness of self and others; conflict enhances personal development; e) Conflict encourages psychological development; and f) Conflict can be stimulating and fun.*³⁷ Planning officers need conflict management techniques for building consensus.

³⁵ Pruitt, D.G. and Rubin J.Z. (1986) p.4

³⁶ Lewicki et al. (2007) p.17

³⁷ Lewicki et al. (2003) p.20

- Consensus

Susskind (1987) defines consensus as “*reaching a decision all parties can live with and support*” (p.77). In addition, consensus-building in his work deals with interests between multiparty citizens rather than negotiations between planning authorities and multiparty citizens³⁸. Incentives for stakeholders to resolve issues are necessary in order to apply the consensus-building method³⁹ otherwise, it would not work.

- Negotiation

It might be necessary to approach the terms “negotiation” and “win-win” situation in recent discussions relating to planning theories, such as communicative planning theory (e.g. Forester, 1989; Innes, 1994) and collaborative planning theory (Healey, 1996). Lewicki et al. (2007) state that one of the important features of negotiation is interdependence. That is, “*parties need each other in order to achieve their preferred objectives or outcomes*”⁴⁰, and negotiation is a complex social process. They also dissect the characteristics of a negotiating situation as follows.

1. There are two or more parties.
2. There is a conflict of needs and desires between two or more parties.
3. The parties negotiate because they think they can get a better deal by negotiating than by simply accepting what the other side will voluntarily give them or let them have.
4. When parties negotiate they expect a “give-and-take” process.
5. The parties prefer to negotiate and search for agreement rather than to fight openly, have one side dominate and the other capitulate, permanently break off contact, or take their dispute to a higher authority to resolve it.
6. Successful negotiation involves the management of tangibles and also the resolution of intangible.

³⁸ Susskind (1987)

³⁹ Innes (2004)

⁴⁰ Lewicki et al. (2007) p.9

According to them, bargaining and negotiation mean the same for most people, but the term “bargaining” describes a competitive, win-lose situation, and the term “negotiation” describes a win-win situation.⁴¹ Because consensus-building aims at win-win situations, this thesis uses the term “negotiation.”

2.3.2 Difficulties in public participation programmes

As discussed above, involving the public in plan-making and reaching a consensus are very difficult challenges⁴². In this section, the difficulties arising from the nature of public participation programmes are reviewed.

Lewicki et al. (2007) discusses the fact that multiparty negotiations are different from two-party negotiations in several ways. In every case, multiparty negotiations are more complex, challenging, and difficult to manage than two-party negotiations⁴³. They listed several difficulties in the multiparty negotiation process⁴⁵ (see Table 2.3).

⁴¹ *ibid.* p.3

⁴² FHWA(1998), USDOT (1996)

⁴³ Lewicki et al. (2007) p.209

⁴⁵ *ibid.* pp.209-213

Table 2.3 Difficulties of multiparty negotiations (Source: Lewicki et al., 2007)

●Number of parties

Multiparty negotiations have more negotiators at the table. Thus, negotiations simply become bigger.

●Informational and computational complexity

The negotiation situation tends to become less lucid, more complex, and therefore, in some respects, more demanding. As size increases, there will be more values, interests, and perceptions to be integrated or accommodated.

●Social Complexity

All dynamics of small groups begin to affect the way the negotiators behave. First, how the process evolves may depend on the motivational orientation of parties toward each other. Second, social pressures may develop for the group to act cohesively, yet the members are in conflict with each other and cannot be cohesive unless they can an acceptable solution.

●Procedural Complexity

First, negotiation will take longer, so more time must be allowed. Second, the greater the number of parties, the more complex and out of control the process can become. Third, as a result of the first two elements, negotiators will probably have to devote explicit discussion time to how they will manage the process to arrive at the type of solution or agreement they want.

●Strategic Complexity

Multiparty negotiations are more strategically complex than two-party ones. The negotiator must consider the strategies of all the other parties at the table and decide whether to deal with each of them separately or as a group. The actual process of dealing with each of them usually evolves into a series of one-on-one negotiations, but conducted within the view of all the other group members.

In the context of public participation programmes, both the output and outcome of planning affect the quality of life of local people. Firstly, the difficulty of the number of parties arose from the principle that all stakeholder groups who have stakes in the outcome need to be involved in the public participation programme. Secondly, informational and computational complexity is generated, because various values, interests, and perceptions are inevitably involved in an all-inclusive plan-making process. It is difficult to identify the structures of both interests and their relations for providing the necessary information to them. Thirdly, as the discussion progresses, the structure of interests embedded in social structures will change, and a new agenda will emerge

because of the features of social complexity. Fourthly, these complexities cause complexity in managing the plan-making process and public involvement programme. Fifthly, because of these, it might be necessary to design a very detailed strategy for getting an agreement in a public participation programme.

Another difficulty is that at the beginning of a public participation programme, stakeholders do not know whether they can reach an agreement. Because the negotiations start with a proposed plan, some stakeholders realise that there is no acceptable alternative based on their values, interests and recognitions between stakeholders after entering deep into the negotiating process⁴⁶.

Some particular difficulties come from the nature of the public sector. In the private sector the stakeholders voluntarily and optionally come to negotiate, but in the public sector most stakeholders have to be identified by someone who runs the public participation programme. Moreover, “rational political ignorance” (Downs, 1957) will occur if voters do not collect information for voting if they need to put time and effort into it, and if they think that their votes will hardly affect the output of issues. In terms of an all-inclusive participation process, the issue is how to secure both equal opportunities to participate and a fair process.

Also, in the public sector, stakeholders are too committed to building consensus. Rae (1975) argues that there is a difference in consensus between the private sector and the public sector. In the market, decision-makers can reach a consensus on new economic exchange at the point of the Pareto optimum. There is a free exit for decision-makers; consensual decision fails if someone disagrees. This is because an economic exchange can occur only one time. However, government

⁴⁶ Lewicki et al. (2000) p.30

choices are different from economic transactions. Policy decision-makers have to reach a consensus in order to impose a new policy to improve something; otherwise, they will retain the current policy, which may lead to the decline of local areas.

The difficulty and complexity caused by the nature of planning have been identified. These would be generated in the plan-making process in practice. It is not easy to design a process and find common ground for securing equal access to relevant information, for giving opportunities to participate in public participation programmes and for understanding values, interests and knowledge. To build consensus, all stakeholders need to strategically discuss matters in the public participation programme, and it is difficult to find a way to negotiate between relevant stakeholders. The followings are difficulties reviewed in this section.

- Identification of stakeholders, or parties, to participate
- Number of stakeholders
- Informational and computational complexity
- Rational political ignorance
- Social complexity
- Procedural complexity
- Strategic complexity
- Over-commitment to reaching agreements

2.3.3 Perspectives of who should be involved

Because of the complexities and difficulties of public participation programmes, such as identification of stakeholders who should participate, the number of stakeholders, and social

complexity, as reviewed earlier, the management of these complications affects the results of the plan-making and public participation programme. Before discussing the perspectives for evaluating and monitoring who should be involved, discussions around participative planning theories are reviewed, in order to understand in understanding strongly relevant difficulties of the participative planning. After discussions of participative planning theories, this section proposes points to consider when planning officers explore who should be involved.

The concept of Habermas' communicative action has influenced the participative planning theory. Habermas (1992) believes that public opinions should be built by communicative action, which is defined as "*the actions of agents involved are coordinated ... through acts of reaching understanding*" (1984: 285), and communicative action has to be undertaken under the "ideal speech situation" which is defined as a dialogue between people who are in every respect equal in power and understanding⁴⁷. In the field of planning theories, Fisher and Forester's "argumentative turn" (1993), Sager's "communicative planning" (1994), Innes's "consensus-building" (1994, 1996) and "communicative planning" (1998), and Healey's "communicative turn" (1996) and "collaborative planning" (1997) are influenced by Habermas' communicative action.

For instance, communicative planning theory established by Forester (1989) discusses how to address communicative action in the planning process as a planning officer, and discusses methods for resolving conflicts among politicians, developers and local residents in planning practice; examining how planners mediate various conflicts between parties, and negotiate with relevant interested parties to resolve these conflicts. Innes (1998) discusses consensus-building among stakeholders which occurs to deal with local planning issues, especially environmental issues,

⁴⁷ Healey (1997)

in California, USA. Innes explores how to build consensus in the planning process in terms of planning practice. Also, the collaborative planning theory developed by Healey (1996) is more normative than the communicative planning theories of Forester and Innes, and it discusses the role of both communicative rationality in the planning processes and communicative action of everyday life in local communities. Collaborative planning is defined by Healey as *“the challenge of how to deal with matters of collective concern which rise from the problems and opportunities of the co-existence in shared places of relational groups, or cultural communities, often with very different priorities and ways of looking at things”* (Healey, 1997; p.310). Collaborative planning theory conceptualises the planning process as a social process for interactive collective reasoning⁴⁸, and aims to improve quality of life through place-making activities as the ideal formulation. One of the features of Healey’s collaborative planning is that it relates to the new institutionalism (e.g. Giddens, 1984; Amin and Thrift, 1994; Amin and Hausner, 1997). Collaborative planning is fundamentally all-inclusive in the planning process for obtaining consensual policy outcome based on communicative action⁴⁹. All stakeholders have the right to participate in the plan-making process⁵⁰.

The following discussions concern whether collaborative planning can be helpful in exploring planning practice. One of the common topics of collaborative planning is whether the participatory democratic process is better than the representative democratic process (e.g. Dryzek, 1990; Tewdwr-Jones, 1996; Allmendinger, 1996; Tewdwr-Jones and Allmendinger, 1998). In case of public participation programmes, the choice of how open to be is very difficult for planning officers⁵¹, although the right of interest groups to participate in the plan-making process are important in reflecting their opinions or values in the plan. In the case of the British planning system,

⁴⁸ e.g. Healey (1996, 1998), Lee (2003), Innes (2002)

⁴⁹ Kumar and Paddison (2000)

⁵⁰ *ibid.*

⁵¹ Cormick et al. (1996)

especially under the Thatcher and Major governments, the government increased planning law and guidance. Thus, the British planning system has been based on an apolitical and technocratic culture. Power structures in formal government and politics, including bureaucratic and administrative governance, may not be transformed by communicative action⁵² (Tewdwr-Jones, 1996; Tewdwr-Jones and Allmendinger, 1998).

In this sense, it is very difficult, but important, to identify people and to choose the representatives from local community in order to set an objective and to design a public participation programme for plan-making. All stakeholders' groups have to be involved in the public participation programme. If some stakeholders are left out, conflicts will arise. Because the public participation programme sometimes produces opposite effects, such as anger, mistrust of citizens, and deadlock of issues (e.g. Innes & Booher, 2004; Susskind & Field, 1996), to have a strategy for a public participation programme is obviously important for a planning officer. Susskind and Thomas-Larner (1999) explain that a conflict assessment is "*an information gathering exercise*"⁵³ for judging the following points:

- who has a stake in a conflict or proposed consensus-building effort;
- what issues are important to those stakeholders;
- whether or not it makes sense to proceed, given the institutional, financial, and other constraints; and
- if so, under what circumstances will the key parties agree to participate. (p.100)

⁵² Tewdwr-Jones (1996), Tewdwr-Jones and Allmendinger (1998)

⁵³ Susskind and Thomas Larner (1999) p.100

In a shared power world, as developed by Bryson and Cosby (1992) and used by Healey (1997), public problems are shared by numerous organisations (see Figure 2.3). No single organisation is in charge, but needs to be in order to solve public problems. A difference of power exists and power sharing is necessary to address and resolve public problems.

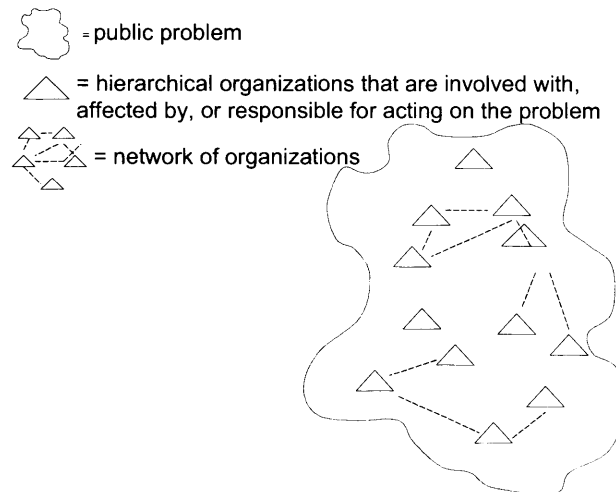


Figure 2.3 A shared power world (Source: Bryson and Cosby, 1992)

Understanding the structure of 'a shared power world' is important if planning officers are to choose the representatives of such organisations appropriately. The hierarchical organisations can be public-sector organisations, private sector organisations, voluntary organisations, community organisations and local people.

In relation to the hierarchical organisation in the shared power world, Hamilton (1992) and Friedman (1992) researched the organisations of community groups. Some of their common assertions are that social learning is important for driving the development of community groups, and participation in such groups is a part of social learning process and empowerment process.

Hamilton⁵⁴ (1992: 16) states that ‘social learning is primarily associated with adults as it relates to their social role responsibility’. In this sense, social learning plays a key role in facilitating collaborative activities and in developing community groups that are joined by individuals who have a common objective.

Interestingly, Innes (2003) defines institutional capacity, which is the term used by the collaborative planning, as equivalent to the community capacity of Chaskin.

Community capacity is the interaction of human capital, organizational resources, and social capital existing within a given community that can be leveraged to solve collective problems and improve or maintain the well being of a given community, it may operate through informal social processes and/or organized effort. (Chaskin, 2001, p.295)

Innes (2003) mentions that learning is crucial in this respect. An organisation responds as a result of learning by individuals about which of their actions is effective, and the larger economic and political system changes as a result of the response of organisations. “*An individual, organization, or system with capacity is one which is constantly learning and evolving*”⁵⁵. These community studies suggest that all individuals in a community group have a common purpose, and social learning interacts and helps enhance their human capital and social capital.

The concept of social capital is of considerable interest in the field of planning (e.g. Taylor, 2000; Fien and Sloien, 2002; Selman, 2001; Fukuyama, 2001; Rydin and Holman, 2004). Some studies point out that the typology of social capital in planning is still premature. Social capital has

⁵⁴ Hamilton’s community development model (1992) is developed from Dean and Dowling’s (1987) adult education model.

⁵⁵ Innes (2003) p.8

several types of functions, such as bonding, bridging, and bracing, and is linked to other capitals, such as economic capital (Rydin and Holman, 2004; Middleton et al, 2005). In the field of planning, it can be said that social capital is accepted in such a way that it contributes to a collaborative approach, sustainable development and environmental planning at a certain level (e.g. Rydin and Holman, 2004; Selman, 2001; Kumar and Paddington, 2000). For instance, in terms of the local governance and collaboration of stakeholders, social capital can help to overcome institutional barriers for local development. (Levibovitz, 2003) Some studies point out that the initial circumstances of social capital in the neighbourhood or local community bring different output, such as a plan or change of local areas (e.g. Buttler & Robson, 2001; Leibovitz, 2003), and outcomes, such as capacity of local stakeholders in local community (e.g Taylor, 2000; Purdue, 2001). Although those studies do not refer to the extent to which or how pre-existing social capital affects the output or outcome, social capital is accepted as one of the significant factors of local collaboration and local governance.

Social capital is originally defined by Putnam (1996) as “*the features of social life—networks, norms, and trust—that enable participants to act together more effectively to pursue shared objectives*” (Putnam, 1996: 56). Social capital is enhanced by public participation programmes, which are seen as activities of social learning (e.g. Selman, 2001; Fien and Skoien, 2002). For Burt (2001),

Social capital is the contextual complement to human capital. The social capital metaphor is that the people who do better are somehow better connected. Certain people or certain groups are connected to certain others, trusting certain others, obligated to support certain others, dependent on exchange with certain others. Holding a certain position in the structure of these exchanges can be an asset in its own right. That asset is social capital, in essence, a concept of location effects in differentiated markets (Burt, 2001, p.32).

This suggests that both social capital and human capital are embedded in the social structure⁵⁶. The locations and resources of these capitals in the social structure are important for individuals in obtaining instrumental and expressive outputs. To understand the structure of a shared power world can be said to be equivalent to understanding the structure of both social capital and human capital in the local community.

If a public participation programme gives rise to anger and mistrust between stakeholders and planning authorities or among local stakeholders⁵⁷, it would be very difficult to ask for planning officers to participate in future public participation programmes and to manage the discussion for decision-making. Social capital has both positive and negative sides⁵⁸. Both differences in power and negative relationships between interest groups over time exist. Because the relationship between social capital and action competence is complementary⁵⁹, it should be considered when designing a plan-making process and a public participation programme, and measures should be taken to generate positive social capital or choose appropriate communication methods for securing effective discussions, if necessary.

Therefore, the interests of the hierarchical organisation could be developed by the social learning process, and could be helpful to identify relationships between the interests of such organisations and public issues and the effects of government's strategies for resolving the interests on such organisations. Given the nature of hierarchical organisations in a shared power world, both the concept of social capital and human capital of organisations can be used to identify the

⁵⁶ See the Human Development Report published by the World Bank. The report published in 1994 refers to the relationship between human capital and social capital.

⁵⁷ Innes and Booher (2004)

⁵⁸ Rydin and Pennington (2000), Maloney et al. (1998)

⁵⁹ Fien & Skoien (2002)

stakeholders who should be involved.

It is important for planners to select appropriately the representatives to manage public participation programme. Although conflict assessment may not be undertaken as a formal procedure, planning officers need to assess conflicts on a draft plan or strategy. It should be considered that both human capital and social capital are located in the social structure, and how a draft plan or strategy impacts on both capitals in the social structure. The extent to which planning officers manage the procedure of plan-making is relevant to what extent they understand preconditions of the plan-making and prepare information and measures for preventing potential conflicts. This research proposes the following viewpoints for planning officers to assess potential conflicts in the selection of participants of public participation programme:

- Both human capital and social capital of individuals and organisations
- The positions and those capitals of individuals and organisations in the social structure
- To what extent and how the impacts of a proposed plan on both social capital and human capital within and between individual and/or organisations propagate
- What and where there may be potential disagreements over the proposed plan in the social structure

2.3.4 Perspectives of designing a plan-making process and public participation programme

As mentioned earlier, there are complexities and difficulties in designing a plan-making and public participation programme, such as procedural complexity, informational and computational complexity, rational political ignorance, and strategic complexity. Based on the results of the analysis of who should be involved, planning officers need to design a plan-making and public

participation programme both to provide opportunities in understanding stakeholders' values and opinions and to avoid and manage those complexity and difficulties mentioned above. As in previous section, after the reviews of discussions on applications of participative planning theories to practical use, points to consider for designing a plan-making process and public participation programme are proposed.

The traditional notions of public interest are classified broadly into two categories: outcome focused and procedurally focused. (e.g. Friedman, 1973; Campbell and Marshall, 2000, 2002). The procedurally focused public interest is one of the important aspects for justifying the actions where there is disagreement⁶⁰. The procedurally focused public interest which is the ground for 'the rightness or fairness of the procedures used in arriving at a public policy or decision'⁶¹ has been discussed by planning researchers during the discussions of communicative turn (e.g. Healey, 1996; Tewdwr-Jones and Allmendinger, 1998).

Collaborative planning is one of the planning theories in the discussions of communicative turn. According to Innes (1996), the definition of "communicatively rational" in collaborative planning theory is as follows:

"Communicatively rational" is to the degree that it is reached consensually through deliberations involving all stakeholders, where all are equally empowered and fully informed, and where conditions of ideal speech are met. (Statements are comprehensible, scientifically true, and offered by those who can legitimately speak and who speak sincerely.)

(Innes 1996: 461)

⁶⁰ Campbell and Marshall (2000)

⁶¹ Campbell and Marshall (2002)

It refers to the importance of taking a consensual approach and setting the nature of the arena for deliberation. Healey (1992: 154-155) explains the communicative rational approach to planning under the following conditions⁶³:

- (1) Planning is an interactive and interpretative process.
- (2) Planning is undertaken among diverse and fluid discourse communities.
- (3) The methods require respectful interpersonal and intercultural discussion.
- (4) Focuses rest on the “arena of struggle” (Healey, 1993, p.84) where public discussion occurs and where problems, strategies, tactics, and values are identified, discussed, evaluated, and where conflicts are mediated.
- (5) There are multifarious claims for different forms and types of policy development.
- (6) A reflective capacity is developed that enables participants to evaluate and reevaluate.
- (7) Strategic discourses are opened up to include all interested parties which, in turn, generates new planning discourses.
- (8) Participants in the discourse gain knowledge of other participants in addition to learning new relations, values, and understandings.
- (9) Participants are able to collaborate to change the existing conditions.
- (10) Participants are encouraged to find ways of practically achieving their planning desires, not simply to agree and list their objectives.

Those conditions could be defined as the requirements of designing a plan-making process and public participation programme based on collaborative planning theory.

In the collaborative planning theory, the effect of fulfilling those conditions is the following. Although the collaborative planning theory requires participants to have a certain level of capacity for interacting with other participants and for collaborating to achieve planning objectives, it contributes “*to building an institutional capacity focused on enhancing the ability of place-focused*

⁶³ Tewdwr-Jones and Allmendinger (1998) p.1976

stakeholders to improve their power to 'make a difference' to the qualities of their place⁶⁴. The concept of institutional capacity emphasises *"the way external forces and local traditions mesh together in the flow of knowledge development and circulation, social networks and bonding values and the manner in which they are translated into pro-active efforts to organise strategically to shape and change the dynamics in which people and firms in place find themselves⁶⁵"*. It consists of three capitals: *intellectual capital (knowledge resource)*, *social capital (the stock of trust among participants and the personal and professional relationships that are built up through face to face encounter (Innes et al., 1994))* and *political capital (the capacity to act collectively)⁶⁶*. Collaborative planning sets institutional capacity as one of the key vehicles of local collaborative action, and the development of this capacity is one of the main outcomes of collaborative planning.

There are, however, some criticisms directed at communicative planning theory for practical use. Firstly, collaborative planning emphasises the communicative process, rather than outcome⁶⁷. The planning practice is not conducted for building participants' capacity. Moreover, as Habermas (1984) notes, communicative action is oriented to reaching understanding, whereas instrumental action and strategic action are oriented to success. The public participation programme based on collaborative planning theory does not guarantee instrumental and strategic success.

Secondly, differences of power exists⁶⁸ in reality and cannot be equalised in the "ideal speech situation"⁶⁹. To avoid bringing a power difference to the table in the public participation

⁶⁴ Healey (1998) p.1541

⁶⁵ Healey et al. (2002) p.16

⁶⁶ Healey et al. (2002) p.14

⁶⁷ Tewdwr-Jones and Allmendinger (1998)

⁶⁸ Campbell and Marshall (2002)

⁶⁹ Tewdwr-Jones and Allmendinger (1998)

programme, this should be managed outside or before the consensus-building process⁷⁰.

Thirdly, Allmendinger (1996) claims, in the practical institutional aspect, that most decision-making does not involve stakeholders' groups; the important decisions are made before these are opened to the relevant groups. Tewdwr-Jones and Allmendinger (1998) also raise concerns about the importance of professional planning officers' roles and professional judgement in order to secure the output of planning.⁷¹

The last point of criticism is whether participants need to have skills for effective participation and professional knowledge and skills. In relation to this, it might not be necessary for all stakeholders to equally have all information. The level of participation of individuals depends on the level of the impact of the proposed plan; not all stakeholders would need to appeal for their rights. Some researchers concerned about dissatisfaction with unfulfilled promises of communicative rationality⁷².

Following the discussions above, it would seem very difficult to fulfil the conditions for communicative rationality so that all stakeholders achieve the effect of collaborative planning theory throughout the plan-making process and public participation programme. The following discussion aims at identifying points to consider for designing a plan-making process and public participation programme.

As mentioned before, procedural concerns, such as procedural fairness, justice, legitimacy,

⁷⁰ Innes (2004)

⁷¹ Tewdwr-Jones and Allmendinger (1998)

⁷² Tewdwr-Jones and Allmendinger (1998)

and problem-solving, are one of the three elements which may be present in many conflicts. Some research evidence highlights the fact that “fair treatment and procedure are a more pervasive concern to most people than fair outcome⁷³”. Great care is needed in designing the plan-making process and public participation programme in order to prevent generating procedural concerns based on the result of the examination of who should be involved, such as the conflict assessment.

Innes & Booher (2005) identify five purposes of public participation. Both advancing fairness and justice and getting legitimacy for public decisions are two out of the five purposes. They pointed out that the information is one of the biggest issues in public participation; in topics such as who controls information, whether information is appropriate to provide, who provides technical information, and how to understand information owned by citizens and stakeholders.

Some studies have revealed institutional barriers in public participation (e.g. Rydin and Pennington, 2000; Leibovitz, 2003). The main barriers to participation and more meaningful involvement included⁷⁴:

- lack of awareness of opportunities to comment on proposed developments or to comment on development plans;
- inaccessibility of documents, including difficulties with the size and complexity of plans;
- complexity of procedures and practices;
- lack of expertise;
- a belief among the public that their views will not be taken into account.

It is said that public participation programme is difficult in managing.

⁷³ Deutsch and Coleman (2000) p.44

⁷⁴ Scottish executive (2003) p.14

It is, however, not necessary to be too pessimistic for designing the plan-making process and public participation programme for two-way communications between the government and local stakeholders. Some researchers insist that designing both the plan-making process and public participation programme play a role in supporting policy success.(e.g. Rydin and Pennington, 2000) Rydin and Pennington (2000) explains that by designing the public participation programme so as to reflect the type of planning, such as objectives of public participation, roles of participants, and potential for failure, public participation programmes may be made more effective and appropriate.

When planning officers design the plan-making process and public participation programme, they must decide how to provide and receive information to and from whom based on the result of the conflict assessment, including pre-existing social capital and human capital in the social structure and its relation with the public issues or a draft strategy. As mentioned earlier, because the nature of multiple negotiations in the public sector is complex, planning officers would be required to have knowledge and an suitable technique when designing the process. Planning officers also have to be careful in deciding which information should be provided on which issues, because the public might have different concern about the issues, than the planners.

According to Deutch (2000), there are several types of justice in negotiations⁷⁶:

- Distributive justice, which is concerned with the criteria that lead you to feel you receive a fair outcome.
- Procedural justice, which is concerned with fair treatment in making and implementing the decisions that determine the outcome.

⁷⁶ Deutsch and Coleman (2000) pp.41-42

- A sense of justice, centering on what factors determine whether an injustice is experienced as such.
- Retributive and reparative justice, which is concerned with how to respond to the violation of moral norms and how to repair the moral community that has been violated.
- The scope of justice, which is concerned with who is included in the moral community and who is thought to be entitled to fair outcomes and fair treatments.

These types have common aspects; there are three elements which may be present in many conflicts, as shown in Figure 2.2. According to him, to secure procedural justice is relevant to a two types of justice which relate to 'fair treatment'. The first concern, in the scope of justice, is who should be included and who is entitled to participate. It is important that planning officers have to persevere in analysing preconditions of the plan-making, as mentioned in the previous section. The implication of the description of retributive and reparative justice or a sense of justice, is that if there are conflicts, the way of resolving conflicts or getting agreements must be dealt with. Ground rules of communication might be necessary to be agreed by participants or stakeholders. With regard to the fair treatment, planning officers should make stakeholders conscious of a lack of awareness of opportunities to discuss, inaccessibility of information, complexity of procedure and practice, lack of expertise, as mentioned above.

In the view of the type of justice, to develop the criteria used to secure and to evaluate procedural justice is important. For instance, Leventhal (1980) suggested six procedural justice criteria: consistency across time and person, nonpartiality or suppression of bias, accuracy of information, correctability of decisions, representation in the decision-making body, and maintenance of ethical and moral standards. By understanding those criteria, this study would say that the ground rules of the procedures of a public participation programme should aim to get an agreement by both planning officers and stakeholders.

Examining to what extent which types of public participation programmes can achieve involvement and success in shaping the participants, this thesis proposes the following effects and criteria on fairness and justice of the two-way communication process.

Effects of the two-way communication process

- Development of human capital and social capital within and between governments, stakeholders and stakeholders' organisations

Points to consider when designing the plan making process and public participation programme

- Choice of the stakeholders with whom the government needs to conduct two-way communications, based on the examination of who should be involved, as mentioned in the previous section
- Institutional setting and communication methods for two-way communications with various stakeholders
- The steps of the plan-making, such as problem identification, formulation of alternatives, impact assessment; and evaluation, and public participation programme in each step of the plan-making
- Notification to stakeholders of opportunities to participate sufficiently
- Provision of appropriate information to stakeholders using non-technical language
- Role of planning officers and stakeholders
- Inclusion of Power difference, including social capital and human capital, in discussions
- Getting an agreement of ground rules of two-way communications between planners and stakeholders

- Flexibility and redundancy to cope with risk

2.3.5 Reflecting public interests and building consensus

As mentioned earlier, being too committed to reaching agreements is one of the complexities and difficulties of public participation programmes. As in the previous sections, after the review of participative planning theories, the perspectives for evaluating and monitoring the public interests and building consensus are discussed.

The difficulties of reflecting stakeholders' opinions are probably some of the reasons for, for example, a) unfairness in and shortages of the opportunities to communicate between the government and stakeholders, and b) difficulties in building consensus among stakeholders. Most cases of a) would be the matter of the designing the plan-making process and public participation programme and of making decisions for good plans as planning professionals, based on their ability. This section discusses b) and both how and to what extent the consensus-building reflects stakeholders' strategy to a new policy or plan, although the consensus-building might relate to a particular communication level of public participation, such as partnership approach.

Healey's collaborative planning aims at building consensus among all stakeholders. Some criticisms are reviewed here. Firstly, although the consensus-building as a means of the decision-making is important for collaborative planning, it is controversial whether consensus-building is possible in a world of increasing differences (e.g. Tewdwr-Jones and Allmendinger, 1998). Habermas mentions by himself, "*communicative action becomes loaded with expectations of consensus and risks of disagreement that make great demands on reaching understanding as the mechanism for coordinating action*" (Habermas, 1984: 340-341). Campbell

and Marshall (2002) state that it is too optimistic to resort to a deliberative democracy for resolving the persistence of disagreement and conflicts in pluralistic modern society, although they believe that it would work in small homogeneous groups. Tewdwr-Jones (1996, 1998) also argues, based on his experience in the development control decision-making process, that the decision-making process in planning is inherently “the jungle of organizational politics” (Underwood, 1991: 147)⁷⁷, and Allmendinger (1996) also pointed out that the groups involved in the participative process try to achieve their own objectives. Tewdwr-Jones and Allmendinger (1998) note that it is questionable whether individual stakeholders can accept other values which are incompatible with their emotional reaction and feeling about issues to secure good-quality output of planning under the conditions of limited resources.

Secondly, both trust and ethical judgement among individual stakeholders in collaborative planning play a key role in consensus-building or conflict resolution. Because all relevant interest groups have a right to participate in public participation programmes in collaborative planning, it is controversial whether consensus-building as decision-making is collective action (Tewdwr-Jones, 1995). Campbell and Marshall (2002) note that competitive or strategic argumentation cannot be evaded, because an unequal distribution of both rights and resources is intrinsic in planning in practice. Because of this, the result of consensus-building might be the lowest common denominator solution⁷⁸. It is also questionable how to resolve conflicts when consensus is not reached. Habermas’ communicative action does not guarantee the consensus-reaching⁷⁹.

Thirdly, in relation to consensus-building of collaborative planning, numerous studies

⁷⁷ This reference is an extract of quoted passages from Tewdwr-Jones (1995) p.164.

⁷⁸ Hiller (2003)

⁷⁹ Innes’ consensus-building is not grounded on Habermas’ communicative action.

pursue the correlation between social capital and local collaboration (e.g. Rydin and Pennington, 2000). The performance in collaborative planning depends on the “personalities” of relevant individual stakeholders⁸⁰. It is still not clear how the pre-existing social capital and human capital affect consensus-building and local collaboration.

It seems very difficult to build consensus in the plan-making process in practice because of difficulties of the consensus building, absence of solutions so that when stakeholders cannot reach consensus, influence of capacity of stakeholders on the building consensus, and unclearness of relationship between pre-existing institutional capacity and local collaboration. This study proposes points to consider for examining the reflecting the public interests and building consensus based on the followings.

Although there are potential disagreements based on the results of conflict assessment, stakeholders have to aim at reaching agreements or building consensus. The consensus-building has been used and reported in several arenas, such as the conceptual framework (Susskind et al., 1999; Innes, 1996; Innes & Booher, 1999; Innes, 2004), growth management (Innes, 1992), practical guidance (Cormick et al., 1996), and economic competitiveness (Healey, 1996).

Susskind and Cruikshank (1987) explain the difference between the conventional and consensual approach (See Table 2.4).

⁸⁰ Campbell and Marshall (2002)

Table 2.4 Alternative approaches to resolving distributional disputes

Attributes	Conventional Approaches	Consensual Approaches
Outcomes	Win-lose; impaired relationships	All-gain; improved relationships
Participation	Mandatory	Voluntary
Style of interaction	Indirect (through lawyers or hired advocates)	Direct (Parties deal face to face)
Procedures	Same ground rules and procedures apply in all cases	New ground rules and procedures designed for each case
Methods of reaching closure	Imposition of a final determination by judge or an official	Voluntary acceptance of a final decision by the parties
Role of intermediaries	Unassisted; no role for intermediaries	Assisted or unassisted; various roles for intermediaries
Cost	Low to moderate in the short term; potentially very high in the long term	Moderate to high in the short term; low in the long term if successful
Representation	General-purpose elected or appointed officials	Ad hoc; specially selected for each negotiation

(Source: Susskind & Cruikshank, 1987)

The outcomes of consensual approaches facilitate win-win and improved relationships; on the other hand, those of conventional approaches facilitate win-lose and impaired relationships. Consensus building approach requires voluntary participation and capacity to design new ground rules and procedures for each cases. Decisions are voluntarily accepted by the interest groups. A consensual approach requires participants to have a certain level of capacity for communication. In case of the decision-making among stakeholders without the intervention of a legal third party, such as the planning inspectorates, stakeholders have to take a consensual approach.

In studies on negotiation, consensus-building is categorised as an approach toward negotiation or mediation. As seen in Figure 2.4, four different types of procedural approach for the management and resolution of conflicts are identified: private decision-making by parties, private third-party

decision-making, legal authoritative third-party decision-making, and extralegal coerced decision-making. A higher level of conflicts needs a formal third party for resolving the conflicts and generates only a win-lose outcome. Because trust between stakeholders plays a key role of participating in the planning process and of building consensus, to have a win-lose result might not work for a long term. Preventing conflicts by stakeholders, therefore, should be the strategy for building consensus and for generating win-win results.

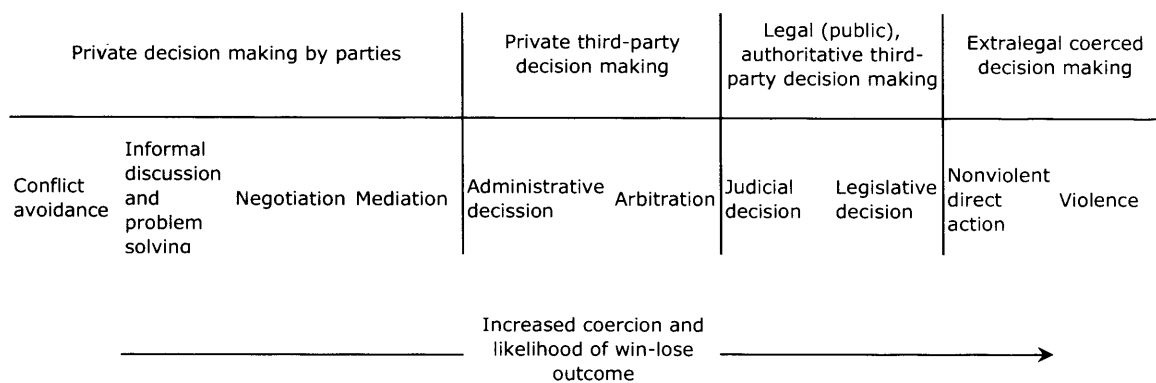


Figure 2.4 Continuum of conflict management and resolution approach

(Source: Moore, 2003)

Because consensus is not always arrived at in the plan-making process, this section specifies the minimum requirements for successful consensus-building in terms of conditions for applying consensus-building, required negotiation techniques, and approaches for consensus.

- Pre-conditions for applying consensus-building

The first pre-condition refers to participants:

“Consensus-building is time consuming and requires skill and training. It is only appropriate in situations of uncertainty and controversy where all stakeholders have incentives to come to the table and mutual reciprocity in their interests” (Innes, 2004: 5)

Consensus-building works only when all stakeholders who are skilled and trained want to resolve issues.

The second one refers to relationship among stakeholders. IWR (1998) also mentions that:

“... major precondition for effective problem solving and consensus formation is a climate of trust. Such a climate is of course difficult to achieve between the agency and public where there are genuine differences of interest and historical antagonisms.” (IWR, 1998: 338)

Consensus-building methods might consume much time and effort of stakeholders. Trust plays an important role for solving problems, although it does guarantee consensus. Kumar and Paddison (2000) note that *“trust is vital for beginning interaction and communication leading towards collaboration”*. This implies that the existence of negative social capital between stakeholders means that the consensus-building is very difficult.

- Required negotiation techniques

During the consensus-building process, stakeholders may need to resolve conflicts such as substantive concerns, procedural concerns and psychological concerns, and generate a “win-win” relationship. To participate in the consensus-building process, stakeholders need to have local knowledge in order to discuss public issues as well as negotiation techniques for managing the consensus-building process.

As negotiation techniques, “principled negotiation” was developed by Fisher and Ury (1991), and was explained in his well-known book “Getting to Yes”. Traditionally, hard positional

bargaining plays the game based on the idea that participants are adversaries and that the goal is victory; soft positional bargaining plays the game based on the idea that participants are friends and the goal is agreement. In theory, hard positional bargainers always win against soft positional players. Principled negotiation is different from those two, and aims at a “win-win” output. In “principled negotiation”, the period can be divided into three stages: analysis, planning and discussion. During the analysis stage, players simply diagnose the situation. During the planning stage, players generate options and criteria for deciding what to do. Again, during the discussion stage, all players jointly generate options that are mutually advantageous and look for agreement on objective standards. Fisher and Ury (1991) note that throughout these three stages, the following four basic points must be considered⁸²:

People: Separate the people from the problem.

Interests: Focus on interests, not positions.

Options: Generate a variety of possibilities before deciding what to do.

Criteria: Insist that the result be based on some objective standard.

(Fisher & Ury, 1991: 10-11)

The negotiation technique clearly emphasises two points: “tasks of stage” refer to management of procedural concerns; and “four basic points” refers to preventing psychological concerns and objectively discussing substantive matters.

Another significant suggestion is that, according to Fisher and Ury (1991), it is useful to develop the best alternative to a negotiated agreement (BATNA), to avoid ending up with a deal that a person should have rejected⁸³. *“If you have not thought carefully about what you will do if you fail*

⁸² Fisher and Ury (1991) pp.9-14

⁸³ *ibid.* pp.97-98

*to reach an agreement, you are negotiating with your eyes closed.*⁸⁴ “*In most circumstances, ..., the greater danger is that you are too committed to reaching agreement. Not having developed any alternative to a negotiated solution, you are unduly pessimistic about what would happen if negotiations broke off*⁸⁵” Fisher and Ury (1991) also recommend that because principled negotiation aims at finding a “*wise agreement*⁸⁶”, negotiators should stop the negotiation if an alternative is not satisfied with BATNA⁸⁷.

- Approaches to building consensus

The implication following from previous sections, is that stakeholders take an approach to build consensus. To attain a win-win outcome, designing the consensus-building process is also important.

According to Innes (2004), these conditions are:

1. Inclusion of a full range of stakeholders;
2. A task that is meaningful to the participants and that has promise of having a timely impact;
3. Participants who set their own ground rules for behaviour, agenda setting, making decisions and many other topics;
4. A process that begins with mutual understanding of interests and avoids positional bargaining;
5. A dialogue where all are heard and respected and equally able to participate;
6. A self-organising process unconstrained by conveners in its time or content and which permits the status quo and all assumptions to be questioned;
7. Information that is accessible and fully shared among participants;
8. An understanding that “consensus” is only reached when all interests have been explored and every effort has been made to satisfy these concerns.

⁸⁴ *ibid.* p.100

⁸⁵ *ibid.* p.101

⁸⁶ *ibid.* p.14

⁸⁷ *ibid.* p.106

Although most parts are similar to the previous section, the purposes of establishing these conditions to design the process would be to secure fairness and justice as well as to raise the probability for building consensus, which is not guaranteed. These conditions might serve to avoid both complexity and difficulty that can be involved in the discussions for building consensus.

For Lewicki et al. (2007), basic approaches to resolving conflicts, which are well-accepted in the field of negotiation studies, are: Avoiding, Accommodating, Competing, Compromising and Collaborating⁸⁸. The emphasis is that stakeholders choose one from five different approaches for building consensus, as described in Table 2.5 and illustrated in Figure 2.5.

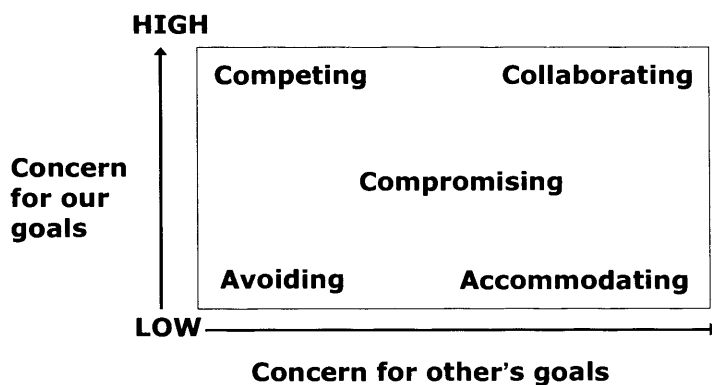


Figure 2.5 Basic approaches to conflict (Source: US Department of Interior, 1996)

⁸⁸ US Department of Interior (1998) has their basic approach to conflict, which is similar to Lewicki et al (2007).

Table 2.5 Basic approaches to conflict (Source: US Department of Interior, 1996)

Avoiding	May be effective when the conflict is temporary, a cooling down period is needed, the risk of engaging is too high, or the conflict is none of your concern. Remember, however, that avoidance does not solve the problem (a decision may be needed now), may cause you to miss an opportunity for resolution, and may the situation worse as time goes on.
Accommodating	Accommodators give in as a way of maintaining harmony. Accommodating may be appropriate to maintain cohesiveness, if the issue is not worth spending time on, or if you know you are wrong. Often, however, accommodating requires appeasement, sacrificing one's values or principles, and putting harmony above dealing with important issues. In such instances, you lose your opportunity for input, and you may lose the respect of others.
Competing	A competitive approach to conflict assumes the best (or only) way to reach one's goals is to overrule others. This approach frequently disregards the concerns of adversaries completely, leaving the losers with pent up resentment that will eventually lead to further conflict. In some instances, however, the power-based method is appropriate (e.g., in a safety crisis, when an issue isn't important enough to spend time working it out, or when a necessary but unpopular decision must be made). Also, if others are determined to profit at your expense, you may have no recourse but to fight back in self-defense.
Compromising	This approach has aspects of both competing and accommodating. Compromising gives up more than competing but less than accommodating. It addresses issues more directly than avoiding but doesn't explore them as much as collaborating. Compromising requires cooperation and might mean exchanging concessions, seeking the middle ground, or splitting the difference. Compromising is sometimes appropriate when you've been unable to reach an acceptable agreement through other means, and the choices for solving the dispute are clearly limited.
Collaborating	The collaborative approach is commitment to working together to resolve conflicts. Collaboration is based on the premise that it is possible to meet one's own needs and those of others as well. In addition, collaboration assumes that conflict is a natural part of life, and that conflict provides opportunities to work with others to produce resolutions that serve both individual and common interests. An important byproduct of collaboration is that-through the process of working together for a solution- better decisions result, and the relationship between the disputants is improved. This approach is also known as a consensus-decision method.

It is clear that consensus-building among all stakeholders is the result of the choice of individuals from one of those approaches. In this framework, collaboration is dealt with as one of five approaches, when all stakeholders build consensus.

Although the consensus-building is a long-term effort, it may not always bring mutually satisfactory results. To introduce the consensus-building, stakeholders need to assess the conditions

of participants, relationship and process under some constraints, and the level of their negotiation techniques as participants' capacity. If stakeholders fulfil those conditions, the consensus-building method can be applied. If a proposed plan is not sufficient as a BATNA, the stakeholder can stop the negotiation. Therefore, it is clear that the consensus-building process is run under uncertainty and constraints.

This study sets the following effect and criteria for reflecting public interests and building consensus in order to analyse to extent to which a public participation programme succeeds in shaping the strategies of stakeholders.

Effect of reflecting the public interests and reaching consensus

- Stakeholders can accept the final version of a plan or strategy

Points to consider in reflecting the public interests and reaching consensus

- Participants have to be willing to reach consensus
- All stakeholders, such as public sector organisations, private sector organisations, and voluntary and community sector organisations, have positive social capital, including trust, among them, for building consensus
- Participants are trained and have skills for building consensus, such as setting ground rules of communication, tasks of stage as procedure of discussion and stakeholders' attitude to discussion
- The process of the consensus-building must secure fairness and justice
- The fulfilment of all the above points does not guarantee building consensus
- Several consensus-building approaches might exist such as avoiding, accommodating,

competing, compromising and collaborating.

2.4 Existing evaluation frameworks for public participation programme

Although not many evaluation tools of public participation programme in practice have been developed and provided in the UK and the US⁸⁹, two types of evaluation frameworks are identified; evaluation tools (e.g. DCLG, 2007; Sommer, 2000; TRB,1999) and discussion tools (e.g. Canadian Round Table, 1990; Innes, 1998). This section reviews existing frameworks to identify the location of the evaluation framework which this study proposes.

2.4.1 Post-process evaluation tools

One of the most sophisticated self-assessment tools for planning practitioners would be one developed by the TRB in the US (1999). A self assessment tool for practitioners is used as a means of assessing the self-effectiveness of the public involvement activities for the planning activities. In the framework of the TRB (1999), fourteen indicators are provided to measure the issues of public acceptability, accessibility, good decision making, education and learning, time commitments, trust, and indirect costs of public involvement.(see Table2.6) Of the fourteen indicators, “values/outcomes” is dealt by nine as output of the process and “costs” is dealt by five. Each indicator is evaluated by metrics which measure it through the observation of the public involvement process. Each metric is scored on the scale 1, the least level, to 5, the highest level. The average scores of “values/outcomes” and “cost” will be formatted on two-dimensional diagram. The location of it represents a “balanced” and effective process. By using it, practitioners assess their success in terms of effectiveness (“values/outcomes”) and/or efficiency (“cost”).

⁸⁹ e.g. Sommer (2000) states that “relatively little literature and few case studies concerned with monitoring and evaluating outcomes of community involvement can be found.”(p.483)

Table 2.6 Assessment framework developed by TRB (Source: TRB, 1999)

Values/Outcomes	
Accessibility to the Decision Making Process	Mutual Learning
Timing and Focus of Involvement	Stakeholder Perspective
Influence on Decisions/Process	Degree of Compromise
Diversity of Views Represented	Mutual Respect
Proportion of Stakeholders	Level of Contact
Meeting Convenience	Verbal Exchanges
Opportunities for Participation	Transformation
Opportunities for Input	
Information Exchange	
Integration of Concerns	Cost
Shared Decision Making	Cost Avoidance
Reprioritization	Process Costs
Information Exchange	Controversial Nature of Decision
Documentation	Indirect Cost of Time
Frequency of Events	Required Commitment
Project Efficiency	Appropriateness
Decision to Implementation	Indirect Opportunity Costs
Duration of Decision Process	Other Activities
Project/Decision Acceptability	Other Public Involvement
Stakeholder Response	Indirect Costs Associated with Authority and Influence
Media Participation - Coverage	Continued Involvement
Media Coverage - Mix	Participating Officials
Media Coverage - Balance and Neutrality	Indirect Costs Associated with Emotional Issues
Decision Implementation	Stakeholder
	Continued Participation

Example

One of the features of this tool is that it analyses on effectiveness of public participation

Metric 1: Timing and Focus of Involvement

The effectiveness of public involvement is frequently tied to how well public consultation is focused on the real issues an agency is considering early and throughout plan or project development. If the public sees that input is sought and heeded on real issues from the start, it is assumed that participation will continue.

Scale

- 1 No consultation - decision is imposed without public involvement.
- 2 Consultation after proposal is finalized, prior to submission to decision making body.
- 3 Involvement focused on issues during definition of problem and development of alternatives.
- 4 Public is involved in designing the involvement process.
- 5 Responsibility for designing and implementing process is delegated to stakeholder group

programme in terms of both cost and outcomes. In addition, this is basically used for the post process evaluation. One of the issues is that the score is likely to be biased toward practitioners, because this self-assessment tool is for the use of only practitioners. Another issue is that this does not really provide deep information on how the public participation programme went: such as, interests of stakeholders, how a plan reflects participants' opinions or values, and how the organisational arrangement affects the reflections of participants' opinions and values in the process; the result itself would not contribute to colleagues of planning practitioners for improving the future public participation programme.

Tools developed by the DCLG (2007) and Sommer (2000) belong to the category of post-process evaluation types. The post process evaluation tool built by Sommer (2000) is discussed here, and the DCLG evaluation framework will be discussed in the next chapter. Sommer (2000) developed the framework for evaluating community involvement process of LITMUS which was a "2-year action research project which developed and monitored local indicators for measuring urban sustainability in two regeneration areas in London Borough of Southwark⁹⁰", although this is not widely used in practice. (see Table 2.7)

⁹⁰ Sommer (2000) p.484

Table 2.7 Criteria used for monitoring and evaluating the LITMUS process

Evaluation of output by LITMUS project
Number of individuals/groups consulted
Understandable and sufficient information
Feedback given after consultation
Enough opportunities given to articulate opinions and views
Representative involvement
Evaluation of outcomes: quantitative criteria
Number of individuals/organisations participating in LITMUS
Number of volunteers engaged
Number of volunteer hours/days spent
Continuity of involvement
Number of independent actions
Number of individuals/organisations acting as facilitators for LITMUS
Evaluation of outcomes: qualitative criteria
Level of understanding about LITMUS
Level of trust/faith in LITMUS approach and consultation process
Involvement perceived as useful
Level of encouragement/facilitation
Level of ownership regarding LITMUS
Empowerment of the people/groups involved

(Source: Sommer, 2000)

Evaluation aims at finding answers of the following questions. *Evaluation inputs: how much money has been spent on community involvement? Evaluation outputs: which community involvement activities have been carried out? Was it good practice or bad practice? Evaluating outcomes: what has been the impact of the community involvement activities? How far have the aims been met? Why has this impact happened? What can we learn from this?*⁹¹

⁹¹ Sommer (2000) p.484

Some features of this framework is that this evaluation framework is used for monitoring and evaluating mostly outcomes of the community involvement process, and the outcome of community involvement process evaluated by using two criteria: quantitative and qualitative. This provides qualitative information on the process. One of the issues is that this basically focuses on the discussion process of the public participation programme, and does not include the tasks for designing public participation programme which planning practitioners need to conduct before starting the public participation programme, despite the fact that those tasks affect the management of the discussions in the public participation programme. The result itself would not benefit the colleagues of planning practitioners in the area of improvement of a future public participation programme; planning practitioners need additional efforts to identify the factors how and to extent the effort of planning practitioners and participants accomplish the purpose of public participation programme.

2.4.2 Pre-process evaluation tools

Another type of evaluation tool is not exactly for evaluating public participation, but rather for, mostly, consensus-building. This provides the principles and issues to consider for discussing and examining effectiveness and fairness before and during the consensus-building process.

As one of the examples in this category, Innes (1998) developed a principle-typed practical guide which helps to deliver the communicative process for reaching agreements, and published it in the academic journal. Innes and Booher (1999) propose a way of thinking about the effect of the consensus-building approach. They insist that because a long-term effect of the consensus-building can be expected, the consensus building process have second and third order effects, as shown in Table 2.8 below.

Table 2.8 Effects of the consensus-building

First Order Effect	Second Order Effect	Third Order Effect
Social Capital: Trust, Relationships	New Partnerships	New Collaboration
Intellectual Capital: Mutual Understanding, Shared Problem Frames, Agreed Upon Data	Coordination and Joint Action	More Coevolution, Less Destructive Conflict
Political Capital: Ability to Work together for Agreed Ends	Joint Learning Extends Into the Community	Results on the Ground: Adaptation of Cities, Regions, Resources, Services
High-Quality Agreements	Implementation of Agreements	New Institutions
Innovative Strategies	Changes in Practice	New Norms and Heuristics
	Changes in Perception	New Discourses

(Source: Innes & Booher, 1999)

As shown below, Innes' (1998) sets out the principles as ground rules of communications in the participation programme, as well as the requirements for participants and the roles of planners. Fifteen principles from three different perspectives are provided: six principles for the communicative process, four requirements for participants in the consensus-building process, and five roles of planners in communicative practice. Their principles are as follows:

a) The principles for the communicative process

- *Individuals representing all important interests in the issue must be at the table.*
- *All the stakeholders must be fully –equally informed and able to represent their interests.*
- *All must be equally empowered in the discussion.*
- *The discussion must be carried out in terms of good reasons so that the power of a good argument is the important dynamic.*
- *The discussion must allow all claims and assumptions.*

- *The group should seek consensus.*
- b) *Four requirements for participants in the consensus building process*
 - *Speakers must speak sincerely and honestly.*
 - *Speakers must be in legitimate positions to say what they do, with credentials or experience to back them up.*
 - *What they say must be factually accurate in a scientific sense.*
 - *They must speak comprehensively – no jargon, technical language.*
- c) *The role of planners in communicative practice*
 - *Planners are the initiators, providing the impetus and the ideas to establish a consensus building process, a task force, or other collaboration.*
 - *Planners design the committees and their tasks or invite the first group of stakeholders to the tables.*
 - *Planners present formal information as background, or answer questions that arise along the way.*
 - *Planners prepare memoranda and minutes*
 - *Planners act as mediators and facilitators* (Innes: 1998, pp. 59-60)

The first issue on this framework is that the use of these principles requires adequate capacities of the practitioners for managing the public participation programme. Although it is beneficial for all participants to understand the roles and attitudes toward communication, for participating in the public participation programme, this understanding must be recognised as only a minimum requirement of communication for the reasons of securing flexibility for adopting characteristics of projects or plans. The fairness and justice of the public participation programme brought by this framework depends on the stakeholders' capacity. The second issue is that this framework basically deals with the discussion process for the consensus-building. It does not refer to ways of designing the consensus-building process under a given circumstance, although the tasks performed before a public participation programme are important in managing the discussions among stakeholders. Participants may need to understand the following principles as a strategy of discussions for the consensus-building, such as the nature of projects, participants' social relationship and the difference

in power for designing and conducting appropriate programmes in order to manage and achieve consensus building process.

Another example is Canadian Round Table (1996). It developed the 10 principles described in Table 2.9 to guide for designing the consensus-building process.

Table 2.9 10 principles for the consensus-building of Canadian Round Table

Principle 1	Purpose Driven People need a reason to participate in the process.
Principle 2	Inclusive, Not Exclusive All parties with a significant interest in the issues should be involved in the consensus process.
Principle 3	Voluntary Participation The parties who are affected or interested participate voluntarily.
Principle 4	Self-Design The parties design the consensus process.
Principle 5	Flexibility Flexibility should be designed into the process.
Principle 6	Equal Opportunity All parties have equal access to relevant information and the opportunity to participate effectively throughout the process.
Principle 7	Respect for Diverse Interests Acceptance of the diverse values, interests, and knowledge of the parties involved in the consensus process is essential.
Principle 8	Accountability The participants are accountable both to their constituencies and to the process that they have agreed to establish.
Principle 9	Time Limits Realistic deadlines are necessary throughout the process.
Principle 10	Implementation Commitments to implementation and effective monitoring are essential parts of any agreement.

(Source: Canadian Round Table, 1996)

The first feature of Canadian Round Table (1996) is that it divided the consensus-building process into four task stages which was not be seen in the post evaluation framework, namely assessment,

structuring the process, finding the common ground, and implementing and monitoring agreements. It recommends the consideration of all 10 principles for managing the consensus building process successfully, and paying particular concerns to some of relevant principles, in order to apply them to a particular situation at each stage. Principles 1, 2, 3, 8 and 10 are relevant at the stage of the 'assessment', principles 4, 5, 6 and 9 at stage of the 'structuring the process', principles 7 and 10 at stage of the 'finding the common ground', and principle 8 and 10 at stage 'implementing and monitoring agreements' need to be paid particular attentions.

Similarly to the issues on the evaluation framework of Innes (1998), planning practitioners requires the capacities for designing and managing the consensus building process. Those principles must be recognised as only the minimum requirements of communications. The capacity of planning practitioners affects the quality of the consensus building process. In addition, the Principles of Canadian Round Table (1996) deals only with communicative process issues, and it does not have a concern for better management of decision making issues, for instance, the roles of participants and planning practitioners, the conduct of conflict assessment, and the level of satisfaction of participants.

The discussions above have confirmed that although a few evaluation frameworks do include the notion of the stages of tasks in the public participation process, they do not evaluate public participation programme in terms of the following three points: the identification of preconditions such as who should be involved, the design of the plan-making process and public participation programme, and the reflection of public interests and reaching consensus. Also, the existing evaluation frameworks do not provide useful information on how and to what extent the participation programme achieves public participation and success in reflecting the strategies of

stakeholders. This study aims at developing an evaluation framework which would assist the work of planning practitioners when designing whole public participation process and provide to principles for building capacity of such planning practitioners.

2.5 Conclusion

The purpose of this chapter is to develop the perspectives of evaluation on the public participation programme in order to examine the extent to which public participation programme have achieved public participation and success in reflecting the strategies of stakeholders. Following are the findings of this chapter.

- 1) By reviewing governmental guidance of public participation in practice, definitions, objectives and functions of public participation were examined. This review includes recent guidance in the UK, the US and Canada. It is found that the notion of public participation included the following; a) who should be involved in the plan-making process; b) how to design a plan-making process and public participation programme; and c) how to reflect the strategies of stakeholders to the proposed plan.
- 2) Followed by this, the issues and complexities in discussions among stakeholders during the public participation programme for the plan-making are identified by reviewing theoretical and practical planning papers in negotiation and planning studies.

- Identification of stakeholders, or parties, to participate
- Number of stakeholders
- Informational and computational complexity
- Rational political ignorance

- Social complexity
- Procedural complexity
- Strategic complexity
- Over-commitment to reaching agreement

These difficulties would be generated in the public participation programme in practice.

3) Perspectives for developing an evaluation framework on public participation programme are proposed. Firstly, the terminology used in this thesis, such as interest, conflict, consensus, and negotiation, was introduced. Substantive, psychological, procedural concerns are three elements that may be presents in many conflicts. This research proposes the following perspectives that planning officers may employ to assess conflict to select the participants of public participation programme:

To identify preconditions of conducting plan-making and public participation, the following point should be identified:

- Both human capital and social capital of individuals and organisations
- The positions and those capitals of individuals and organisations in the social structure
- To what extent and how to propagate the impacts of a proposed plan on both social capital and human capital within and between individual and/or organisations
- What and where may there be potential disagreements over the proposed plan in the social structure

Examining the extent to which types of public participation programmes can achieve involvement,

the following effect, and criteria on securing fairness and justice of two-way communication process are developed.

Effect of the two-way communication process

- Development of human capital and social capital within and between governments, stakeholders and stakeholders' organisation

Points to consider in designing the plan making process and public participation programme

- Choice of the stakeholders with whom the government needs to conduct two-way communications, based on the examination of who should be involved, as mentioned in the previous section
- Institutional setting and communication methods for two-way communications with various stakeholders
- The steps of the plan-making, such as problem identification, formulation of alternatives, impact assessment; and evaluation, and public participation programme in each step of the plan-making
- Notification to stakeholders of opportunities to participate sufficiently
- Provision of appropriate information to stakeholders using non-technical language
- Role of planning officers and stakeholders
- Inclusion of Power difference, including social capital and human capital, in discussions
- Getting an agreement of ground rules of two-way communications between planners and stakeholders
- Flexibility and redundancy to cope with risk
- The balance between the tasks of public participation programme and its resources

The following effect and criteria for reflecting the public interests and building consensus are identified in order to analyse to extent public participation programme success in shaping the strategies of stakeholders.

Effect of reflecting the public interests and building consensus

- Stakeholders can accept the final version of a plan or strategy

Points to consider in reflecting the public interests and building consensus

- Participants have to be willing to reach consensus
- All stakeholders, such as public sector organisations, private sector organisations, and voluntary and community sector organisations, have positive social capital, including trust, among them, for building consensus
- Participants are trained and have skills for building consensus, such as setting ground rules of communication, tasks of stage as procedure of discussion and stakeholders' attitude to discussion
- The process of the consensus-building must secure fairness and justice
- Fulfilling all points to consider above does not guarantee building consensus
- Several consensus-building approaches might exist such as avoiding, accommodating, competing, compromising and collaborating.

This chapter developed the perspectives that refer to whole public participation programme and contribute to identify how and to what extent the various types of public participation programme achieve involvement and success to reflect the stakeholders' strategies. The development of the

evaluation framework of this study may also contribute to the development of the capacity of planning practitioners.

Chapter 3
Examination on
A New Commitment to Neighbourhood Renewal

3.1 Introduction

“A New Commitment to Neighbourhood Renewal: National Strategy Action Plan” launched by the Blair government in 2001 is one of the key programmes for tackling deprivation in the UK. Because a number of partnerships have been developed in a piecemeal way in delivering regeneration strategies at the national, regional and local levels, the Blair government set up a macro and strategic partnership approach, called the LSP, to get together micro partnerships, in such areas as education, crime, health, employment, and housing, for neighbourhood renewal. (Bailey, 2003) The Blair government required the LSP to involve as members various key local stakeholders, such as public, private, voluntary and community sector organisations. This was a new approach to development policy in the UK. Also, for example, Bloomfield et al (2001) mentioned that empirical examinations on deliberative and inclusionary process are few. Therefore, it is crucial to understand how and to what extent the LSPs work both as measures of public participation and as an impetus to neighbourhood renewal. This chapter builds up the hypotheses of this study to contribute empirical evidence as to the extent to which LSPs have achieved involvement and success in shaping the strategies of partners.

This chapter firstly investigates the institutional aspects of “A New Commitment to Neighbourhood Renewal: National Strategy Action Plan”. Section 3.2 explains urban polity in England and section 3.3 describes features of national strategy based on government guidance and research reports. Section 3.4 reviews existing research papers on the LSP to identify the location of this study, and to examine whether it is worth conducting this study. Section 3.5 builds up discussions for building up the hypotheses of this study to research questions. Section 3.6 summarises hypotheses which can explain a what forces have determined the way that local government officers discuss issues with the stakeholders in the strategy-making process; why do LSPs encounter difficulties in discussions during the decision-making process; and, why do LSPs have difficulties in reflecting local needs and reaching consensus?

3.2 Urban polity in the Blair administration

The New Labour administration initiated their urban policy in 1997. Tony Blair, Prime Minister, appointed John Prescott as the new Deputy Prime Minister and as Secretary of State for the Environment, Transport and the Regions. Central government suggested not only the co-ordination of land use planning, environmental policy and transport planning, but also the articulation of the importance of institutional capacity-building within the national and regional framework. After the first few months, central government introduced some challenges to the planning polity framework of town and county planning, such as the Regional Development Agencies, the Greater London Authority and the Government Office for Regions. (Tewdwr-Jones: 2000) Other principle activities related to the planning field were; for instance:

- ‘Modernising Planning’, in January 1998, discusses the current English planning system to bring greater efficiency to planning procedure.
- The white papers ‘A New Deal for Transport’ in 1998 and ‘Transport 2010’: the ten year plan for transport’ in 2000 discussed transport problems like congestion, traffic emission, and the poor performance of railways, and suggested a long-term comprehensive integrated transport strategy, with some commitment of government expenditure.
- The construction document ‘Modernising Local Government: in touch with the people’ was released in July 1998 in order to improve local authorities’ performance on delivery and quality by introducing clear targets to be achieved.
- In the report of the McKinsey Institute in 1998, it was claimed that the capacity of local authorities for delivering planning for business and economic growth is an important issue. The green paper ‘Planning: delivering fundamental changes’ in December 2001 proposed several changes, such as, a) abolishing structure plans, local plans, and unitary development plans; b) enhancing the link between land use planning and community strategy; and c) increasing community involvement.

- The Urban Task Force was established by Mr. Prescott in July 1998 and was charged with creating new approaches for tackling urban problems. They published the report 'Towards Urban Renaissance' in June 1999.⁹²

In June 2002, the Department for Transport, Local Government and the Regions (DTLR) was dissolved. New departments were set up in 2002 to organise planning, environment, and transport, respectively, the ODPM being responsible for planning. In the next section, several institutions relating to urban regeneration are described.

This programme by the Blair government was different from previous approaches for urban renewal. For example, the Thatcher government provided centralisation of power, urban governance involving the private sector with a greater role, and urban entrepreneurship. (Oatley: 1998) One example of the result of this was the formation of Urban Development Corporations (UDCs) which were the agencies that had power to acquire, improve, and service designated areas and to act as their own development controller. Between 1981 and 1998 the UDCs delivered urban private sector resources to facilitate urban development in order to minimise public sector contribution. In addition, the Thatcher government also designed Enterprise Zones from 1981 to 1998, and supported private sector activities that would improve derelict land, by removing tax burdens and by providing simple application of statutory and administrative control. (Urban Task Force: 1999) For this reason, these programmes are considered to be a market-oriented and production-oriented approach.

Urban policy in the Major government was called 'new localism', (Oatley, 1998: p.24) This moved towards a) improving the competitiveness of business and localities; b) introducing competitive bidding initiatives to address these issues; and c) exploring changes in urban governance

⁹² after Tewdwr-Jones (2002)

and the process of policy formulation and implication. However Oatley (1998) claims that this policy was 'remote control', exercised via the contract culture, 'authorisation decentralism' or 'centralist localism'. For example, the Single Regeneration Budget was an integrated and coordinated regeneration budget for a mix of economic, social and physical regeneration schemes (Urban Task Force, 1999); it was a private-sector led and infrastructure production-oriented approach (DTLR, 2002).

3.3 A New Commitment to Neighbourhood Renewal

Wallace (2001) explains the National Strategy, a new commitment to neighbourhood renewal, as a comprehensive approach to tackling the problems of neighbourhood decline. Spiral declines of neighbourhood are caused by a combination of several factors: high unemployment and crime rates, economic change, declining old industry, the demands of new skills, poor housing and the physical environment. The National Strategy for Neighbourhood Renewal was implemented across Whitehall, led by the NRU. As the Social Exclusion Unit (SEU) (2001) states that under the Blair administration LSP plays a core role in 'New Commitment to neighbourhood renewal'.

3.3.1 Deprivation in England

The SEU (1998) reported that while there are many areas which have benefited from past government policies and their economic, social and environmental developments, there are several thousand neighbourhoods and estates which remained seriously deprived. Although past governments launched many initiatives for tackling urban and regional problems; such as the Urban Programme, the Urban Development Corporations in 1980s, and the Single Regeneration Budget in 1990s, regeneration did not bring positive reinforcement for improving jobs, crime levels, education, health and housing. The reasons for this failure include a) the absence of effective national policies to deal with the structural causes of decline; b) the tendency to apply a top-down approach from outside rather than the bottom-up approach from the local community; and c) the lack of a joined-up

approach such as that which occurs between, for example, departments in the Government, or between central and local governments (SEU: 1998). The Blair government started to give attention to the fact that there were gaps between poor neighbourhoods and the rest of England, and that the public spending on poor neighbourhoods was not sufficiently effective. The SEU identified the level of deprivation and the location of the poorest neighbourhoods. The SEU used Indices of Deprivation 2000, which consists of evaluations of the key outcomes of health, education, crime, jobs, and housing and the physical environment, for identifying gaps between poor neighbourhoods and the rest of the country⁹³. The SEU considered the situation of the poorest 10 percent of wards and found that 82 percent of the most deprived wards were in 88 local authorities. Figure 3.1 shows the location of the 88 local authorities that were entitled to the NRF from the ODPM. Addressing this problem is one of the tasks of the LSPs, which all local authorities were expected to establish.

3.3.2 LSP⁹⁴

According to LSP Government Guidance (2000, Summary, Para 1), a LSP is a single body that:

- *brings together at a local level the different parts of the public sector as well as the private, business, community and voluntary sectors so that different initiatives and services support each other and work together;*
- *is a non-statutory, non-executive organisation;*
- *operates at a level which enables strategic decisions to be taken and is close enough to individual neighbourhoods to allow actions to be determined at community level; and*
- *should be aligned with local authority boundaries.*

⁹³ Indices of deprivation 2000 are the updated version of the 1998 Index of Local Deprivation and the 1991 Index of Local Conditions.

⁹⁴ This section is based on government guidance, such as SEU (2001) A New Commitment to Neighbourhood Renewal, DETR: London, DETR (2000) Preparing community strategies, DETR: London, DETR (2001) Government Guidance: Local Strategic Partnership, DETR: London, and LGA (2001) A new Commitment to Neighbourhood Renewal: National Strategy Action Plan and Local Strategic Partnership, LGA: London.

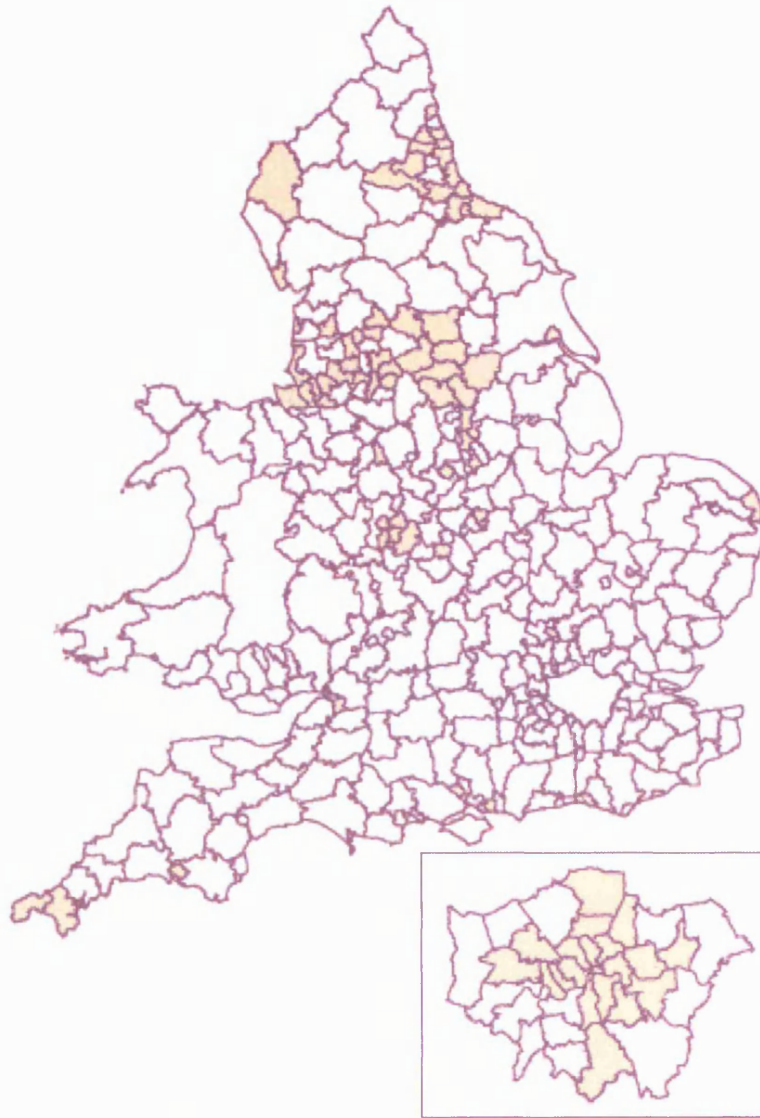


Figure 3.1 Location of the 88 most deprived local authority districts

(Source: SEU, 2001: p.15)

The reason for which local authorities established LSPs were as follows: 88 local authorities had to develop an LSP in order to receive NRFs and to have a Local Neighbourhood Renewal Strategy (LNRS) through an LSP; and all local authorities had to prepare community strategies through their LSPs, which were required by Para 4, the Local Government Act 2000, following government guidance called “preparing community strategies” (DETR, 2000).

In terms of preparing LNRS and community strategies as well as having access to both the strategic and community level of neighbourhood renewal, the government guidance led the local authorities to establish an LSP based on the existing partnerships, such as Health Action Zones, Community Planning Partnerships, LA21, Single Regeneration Budget partnerships and Local Government Association (LGA)'s New Commitment to regeneration Partnerships. The ODPM sees LSPs as permanent partnerships because the role of LSPs is both setting up the strategies, and managing the performance of the programmes to achieve national and local targets.

LSP Core Tasks are:

- To prepare a community strategy for the area, and to identify and deliver the most important things which need to be done, keep track of progress, and keep up-to-date.
- To develop and deliver a local neighbourhood renewal strategy to secure more jobs, better education, improved health, reduced crime, and better housing, narrowing the gap between deprived neighbourhoods and the rest, and to contribute to contributing to the national targets to tackle deprivation.
- To bring together local plans, partnerships and initiatives to provide a forum through which mainstream service providers (local authorities, the police, health services, central government agencies, and bodies outside the public sector) work effectively together to meet local needs and priorities.
- To work with local authorities that are developing a local public service agreement to help devise and then meet suitable targets. (See Table 3.1)

Table 3.1 Public Service Agreement Targets (Source: DETR, 2001)

Issue	Govt lead	Local lead	Target
Jobs	DfEE/DSS	Employment Service, New Deal partnership, Action Teams for Jobs	Increase employment rates of 30 local authority districts with the poorest initial labour market conditions and narrow the gap between these and overall rate
	DTI	Small Business Service	Generate more sustainable enterprise in disadvantaged communities
	DfEE/DSS	Employment Service, New Deal partnership, Action Teams for Jobs	Increase the employment rates of disabled people, lone parents, ethnic minorities and over-55s, and narrow the gap between these rates and the overall rate
	DTI/DETR	Regional Development Agencies	Improve the economic performance of all regions, measured by the trend growth in each region's GDP per capita
Crime	Home Office	Crime and Disorder Reduction Partnerships	Reduce domestic burglary by 25 per cent, with no local authority district having a rate more than three times the national average (by 2005)
Education	DfEE	Schools and Local Education Authorities	Reduce to zero the number of local education authorities where fewer than x per cent of pupils achieve the expected standards of literacy and numeracy (x to be set in 2001)
	DfEE	Schools and Local Education Authorities	Increase the percentage of pupils obtaining five or more GCSEs at A*-C, with at least 38 per cent to achieve this standard in every LEA, and at least 25 per cent in every school
Health	DH	Health authorities/ Primary Care Trusts and Primary Care Groups/ local authorities	To develop targets in 2001 to narrow the health gap in childhood and throughout life between socio-economic groups and between the most deprived areas and the rest of the country. Targets will be developed in consultation with external stakeholders and experts early in 2001
Housing and the environment	DETR	Local authorities and Registered Social Landlords	Reduce by 33 per cent the number of households living in non-decent social housing, with most improvement in the most deprived local authority areas, as part of a comprehensive regeneration strategy, by 2004
Environment	DETR	Local authorities	Improve air quality in the most deprived areas so that it meets the objectives and targets prescribed in the Government's Air Quality Strategy in line with the dates set out in the Strategy
	DETR	Local authorities	Increase by 2003 the recycling and composting of household waste as set out in the Government's Waste Strategy

3.3.3 Funding stream available to LSPs

According to the ODPM, if local authorities establish LSPs, the local authorities will be free to access funding sources, such as the NRF, Community Empowerment Fund (CEF), and Community Chests. The brief summaries of these fundings are as follows.

1) NRF⁹⁵

⁹⁵ This section is based on the NRF website in Neighbourhood Renewal Unit and LGA (2001) A New Commitment to Neighbourhood Renewal: National Strategy Action Plan and Local Strategic Partnership, London: LGA

The purpose of the NRF is to provide better services to deprived areas and to narrow the gap between such areas and the rest of England. Special grant report No.78, No. 93, and No.111 supports the NRF. The NRF is allocated based on the Indices of Multiple Deprivation and as long as 88 local authorities retain the accredited status, the NRF will automatically be allocated to these 88 local authorities⁹⁶.

The ODPM provided £200 million in 2001/02, £300 million in 2002/03, £400 million in 2003/04, and provided £450 million in 2004/05 and £505 million in 2005/06 to the 88 local authorities. The ODPM made available these sums in 2001 and 2002 for the initial set up of the mechanism of the neighbourhood renewal, and increased the budget for further actions for it.

The NRF is not hypothecated funding if it is for the use of neighbourhood renewal; therefore, local authorities are basically able to spend it in any way that they decide. The OPDM leaves the use of the NRF to the discretion of local authority or the LSP, whereas GO assesses whether an NRF spends appropriately and monitors how that expenditure improves the deprived area. A local authority is an accountable body, because the NRF is administered and paid to the local authorities. The LSP board is however important in the appraisal and evaluation cycle of the NRF. The LSP is an equal partner with the local authority, and as a system has to be adequate for discussing local neighbourhood renewal strategy, for deciding the expenditure plan of the NRF, for improving the services in their most deprived areas and for contributing to the government floor

⁹⁶ According to NRU (2001) Accreditation Guidance for Local strategic Partnerships, London: DTLR., these criteria were also described in DETR (2001) The LSP government guidance London: DETR, Accreditation of Government Office assesses the LSPs progress against all six criteria for accreditation; but it will consider the local condition and starting points.

- 1) Strategic: They are effective, representative, and capable of playing a key strategic role
- 2) Inclusive: They actively involve all the key partners including the public, private, community and voluntary sectors
- 3) Action-focused: They have established genuine common priorities and targets, and agreed actions and milestones leading to demonstrable improvements against measurable baselines
- 4) Performance managed: Members (organizations) have aligned their performance management systems, aims and objectives, criteria and process to the aims and objectives of the LSP
- 5) Efficient: They reduce, not add to, the bureaucratic burden
- 6) Learning and Development: They build on best practice from successful partnerships by drawing on experiences of local and regional structures and national agencies.

targets. Table 3.2 shows NRF allocation by region and Table 3.3 shows the local authorities eligible to NRF in London and their allocations.

Table 3.2 NRF allocation by region

(£m)	2001/02	2002/03	2003/04	2004/05	2005/06	total	percentage
East	1.75	2.62	3.50	3.50	3.50	14.86	0.8%
East Midlands	13.00	19.50	26.00	29.05	33.62	121.18	6.5%
London	41.02	61.54	82.05	100.74	128.79	414.14	22.1%
North East	26.48	39.72	52.96	59.43	69.14	247.73	13.2%
North West	54.09	81.15	108.20	124.54	149.06	517.04	27.6%
South East	2.28	3.42	4.56	4.56	4.56	19.39	1.0%
South West	4.06	6.09	8.12	9.13	10.65	38.05	2.0%
West Midlands	26.99	40.49	53.99	56.28	59.71	237.46	12.7%
Yorkshire and Humber	30.31	45.47	60.63	62.76	65.97	265.15	14.1%
NRF Total Allocation	200.00	300.00	400.00	450.00	525.00	1875.00	100.0%

(Source: Special Grant report No. 78, No.93, No.111)

Table 3.3 Local authorities eligible to NRF in London and their allocation

(£m)	2001/02	2002/03	2003/04	2004/05	2005/06	total	percentage
Barking and Dagenham	0.82	1.22	1.63	1.63	1.63	6.94	1.7%
Brent	1.14	1.71	2.28	2.28	2.28	9.69	2.3%
Camden	2.11	3.16	4.22	5.42	7.22	22.13	5.3%
Croydon	0.29	0.44	0.58	0.58	0.58	2.47	0.6%
Ealing	0.46	0.69	0.92	0.92	0.92	3.90	0.9%
Enfield	0.93	1.39	1.86	1.86	1.86	7.90	1.9%
Greenwich	1.94	2.91	3.88	4.99	6.64	20.36	4.9%
Hackney	5.88	8.82	11.77	15.11	20.13	61.71	14.9%
Hammersmith and Fulham	0.52	0.77	1.03	1.03	1.03	4.39	1.1%
Haringay	2.67	4.00	5.34	6.85	9.13	27.98	6.8%
Islington	3.14	4.70	6.27	8.05	10.73	32.89	7.9%
Kensington and Chelsea	0.54	0.81	1.08	1.08	1.08	4.59	1.1%
Lambeth	1.21	1.82	2.42	3.11	4.14	12.70	3.1%
Lewisham	1.23	1.84	2.45	2.45	2.45	10.42	2.5%
Newham	6.67	10.00	13.33	17.12	22.81	69.93	16.9%
Southwark	3.96	5.93	7.91	10.16	13.54	41.50	10.0%
Tower Hamlets	5.31	7.97	10.62	13.64	18.18	55.72	13.5%
Waltham Forest	1.28	1.92	2.55	2.55	2.55	10.85	2.6%
Wandsworth	0.20	0.30	0.40	0.40	0.40	1.70	0.4%
Westminster	0.75	1.12	1.50	1.50	1.50	6.36	1.5%
	41.02	61.54	82.05	100.75	128.79	414.14	100.0%

(Source: Special Grant report No. 78, No.93, No.111)

2) Community Empowerment Fund⁹⁷

The Community Empowerment Fund (CEF) aims at supporting local communities and voluntary sector groups that get involved in decision-making through the LSPs. The 88 LSPs have an access to the CEF to enable them to set up the local lead organizations of voluntary and community sectors, called Community Empowerment Networks (CENs), which ensure a proper representation of voluntary and community sectors on the LSP. The CEF provided £60 million over the period 2001-06 to set up CENs. The CEF can be used for developing and improving the capacity of voluntary and community sectors for participation in the LSP and to make a decision at strategic levels concerning for example, communications with local voluntary and community organizations including excluded communities and research for identifying key issues.

3) Community Chest

The Community Chest, worth £75m over 2001-06, is a grant for increasing and enhancing community activities, especially by ethnic minorities and youth, in the 88 NRF deprived areas. The community chest can be used for local projects to promote community self-help and mutual support activities, such as a community festival or sports day, to print a newsletter or translate documents, to pay for room hire or renovation of community facilities, or to pay for basic IT equipment or training. The Community Learning Chest, worth £22m, is also a fund to improve skills and learning among residents and groups. Voluntary and community groups can apply to this fund for sums up to £5,000.

3.3.4 The membership, structure and size of a LSP

As Government Guidance (2001) states, the membership should be determined locally for success in dealing with the local issues and tasks; however, the LSP needs to include:

- public sector organisations which serve the partnership area;
- private sector organizations;

⁹⁷ This section is based on the NRU website, and LGA (2001) A New Commitment to Neighbourhood Renewal: National Strategy Action Plan and Local Strategic Partnership, London: LGA p.13

- voluntary organisations;
- community organisations and local people; and
- local councillors who are democratically responsible for key public services.

The research undertaken by the Association of London Government (2003) shows the memberships in London LSPs. (See in Table 3.4) An LSP board is a core decision-making body of that LSP. The average membership of LSPs which receives the NRF in London is 25. There tends to be equal representation between statutory sectors and voluntary and community sectors. Private sector representation is low across all London LSPs. Because the ODPM set the PSA targets as well as prescribing who should take a lead at the national and local level, as shown in Table 3.4, Examples of member organisations of the LSPs shown by Table 3.5 tend to be selected. With regard to the structure of London LSPs, most LSP have a LSP board and several sub-groups, and these are linked with pre-existing sub-partnerships or thematic groups which reflect local interests and issues and their priority.

Table 3.4 NRF-LSP membership in London

Borough	Statutory	Private	Voluntary & Community	Other	Total
Barking and Dagenham	15	6	15	0	36
Brent	12	2	8	3	25
Camden	7	2	6	0	15
Croydon	5	5	5	0	15
Ealing	9	2	7	0	18
Enfield	9	4	6	0	19
Greenwich	12	6	8	0	26
Hackney	6	2	6	0	14
Hammersmith & Fulham	11	6	6	0	23
Haringay	16	1	6	1	24
Islington	47	3	22	3	75
Kensington & Chelsea	7	1	8	0	16
Lambeth	11	2	15	0	28
Lewisham	12	2	6	0	20
Newham	18	2	18	0	38
Southwark	10	2	14	0	26
Tower Hamlets	6	2	16	0	24
Waltham Forest	7	2	7	0	16
Wandsworth	11	6	8	0	25
Westminster	10	1	6	0	17

(Source: Association of Local Government, 2003)

Table 3.5 Examples of member organisations on London LSPs

Sector	Common	Unusual
Statutory	Council, Police, Primary Care Trust (PCT), schools, universities, Fire services, Learning and Skills Council (LSC), Employment Service, Local Area Partnerships (LAPs)	London Development Agency (LDA), Greater London Authority (GLA), Probation Service, Youth Offending Teams, Community Legal Partnerships, NDC forum, Youth Parliament
Private	Chambers of Commerce, Business Forum, Small and Medium sized enterprises (SMEs), business groups/alliances/partnerships	Large businesses, Traders Associations, Transport operators
Voluntary and Community	Race Equality Council, Housing Associations, Community Forums, Community Networks, Voluntary Service Council, Tenants Associations, Voluntary sector umbrella groups	BME organizations, Faith groups, Youth groups, Victim Support, Mental Health Foundation, other individual voluntary organizations or locally specific groups

(Source: Association of Local Government, 2003)

3.3.5 Process for appraisal and evaluation of NRF

The 88 LSPs which receive the NRF have to set up the LNRS to identify and appreciate problems of prioritised neighbourhoods. The LSP partners, such as the statutory organizations, private organizations, and voluntary and community organizations are involved from the beginning of the series of LSP activities; the LSP partners tend to have a top-up on their mainstream budgets, and they implement agreed changes for targeted neighbourhoods. LSPs have to decide on actions to reduce the gap between their deprived areas and the rest of England from the perspective of achieving the floor targets in jobs, crimes, education, health and housing and environment set by the ODPM through the discussions with GO.

At the same time, GO played an important role of the communication channels between LSPs and the ODPM. According to the ODPM (2001), GO will act as:

- *facilitators to support the development of LSPs;*

- *mediators to resolve difficulties which may arise over the participation of Government agencies in LSPs, and in the negotiation of partnership and plan rationalisation proposals;*
- *accreditors to assess whether NRF grant conditions have been met and that LSPs are effective and involve genuine community participation.*

The informal advice and arrangement between GO and LSPs in the planning process seem to be important for the ODPM to understand how the NRF contributes to the ODPM targets.

3.3.6 Performance Management Framework (PMF)

At the end of 2003, the NRU (2003) asked all LSPs to establish a comprehensive PMF, and to use it to conduct a review of Neighbourhood Renewal Strategy by April 2004. There are no prescriptive project appraisal guidelines produced by the Government for the NRF programmes which are determined by LSP; however, the LSPs have follow a similar appraisal and evaluation guideline, namely, New Deal for Communities and the Single Regeneration Budget⁹⁸.

According to the Treasury guidance “The green book: appraisal and evaluation in central government” which covers all types and size of projects in all central departments and agencies, there are 6 stages of a broad policy cycle in appraisal and evaluation called ROAMEF (Rationale, Objectives, Appraisal, Monitoring, Evaluation and Feedback) (HM Treasury: 2003). (See Figure 3.2)

⁹⁸ The HSP Handbook provides these information based on the following guidelines. For example, H.M. Treasury (1997) Appraisal and Evaluation in Central Government- “the Greenbook”, DTLR (2001) New Deal for Communities and Single Regeneration Budget: Project Appraisal and Approval, and NRU (2002) New Deal for Communities Project Appraisal and Approval Guidance.

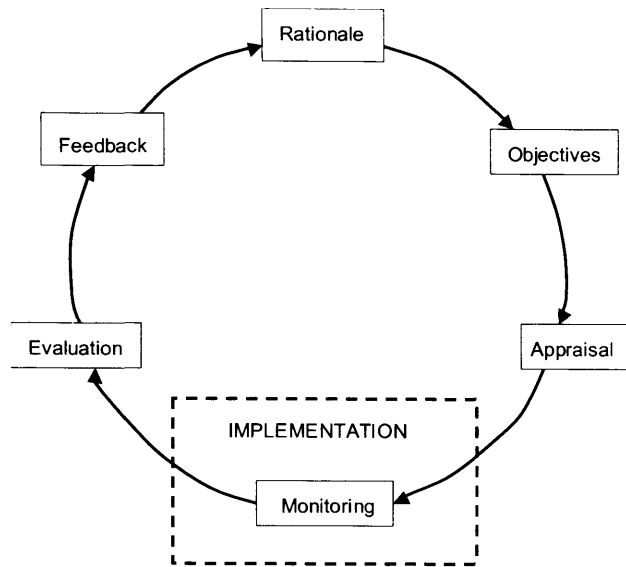


Figure 3.2 ROAMEF cycle

(Source: HM Treasury, 2003, p.3)

In the light of the ROAMEF process, the Government Office for London (GOL) announced that LSPs would set up the evaluation and feedback stages by establishing the PMF. LSPs spent almost 3 years establishing the formal ROAMEF process. LSPs would carry out this process permanently.

The NRU (2003) published a suggested model of a PMF. The LSPs record and report of the following three points: (a) reviewing delivery, (b) reviewing partnership working and (c) improvement planning. All actions in PMF are “SMART” (Specific, Measurable, Achievable, Resourced/ Realistic, and Timetabled).

1) Reviewing delivery

This section focuses on the measurement of the progress in implementing the local neighbourhood renewal strategy, using the indicators to:

- *Measure progress on relevant floor targets.*
- *Measure progress on targets identified as a local priority.*

- *Challenge the plausibility⁹⁹ of actions to deliver agreed targets.* (NRU: 2003, p.4)

NRU asks for scores for plausibility and outcomes to assess the achievement against the targets. In the process of scoring, the NRU emphasises the importance of the discussions.

At this stage involve as many representatives from your LSP partners as possible. Although it is important that you and your partners agree on a score, the discussions you have in order to do so are the most useful part of this section. They give you the opportunity to hear the views of others and voice your own opinions. This will promote support of and commitment to delivery and allow you to settle any differences over the effectiveness of the LSP. (NRU: 2003, P.8)

What is most important to LSPs in the scoring process is the action to devise better ways of neighbourhood renewal through the discussion of LSP members. The NRU describes how to score using indicators; For this reason, these criteria of scoring also focus on the process of discussion for improving the delivery of the LSPs, rather than direct evaluation of the performance and financial effectiveness. The following Table 3.6 and Table 3.7 show some samples of indicators of the plausibility and outcomes.

⁹⁹ According to NRU (2003) the core requirements of a performance management framework, “Plausibility” means that the action you take to achieve the desired outcomes is likely to deliver them because there are clear logical links between actions and outcomes; what you are doing is the best possible approach based on knowledge and evidence of what works.

Table 3.6 Sample indicators for plausibility

	5	3	1
INDICATORS	<ul style="list-style-type: none"> There is a clear link between what the LSP is doing, and the outcomes it wants to achieve. 	<ul style="list-style-type: none"> There is some link between what the LSP is doing and the outcomes it wants to achieve, but it could be more specific. 	<ul style="list-style-type: none"> There are no obvious links between what the partnership / LSP is doing, and the specific outcomes it wants to achieve (even if what is being done will for example improve health, education etc., in other ways.)
	<ul style="list-style-type: none"> The LSP has a very clear idea, based on evidence, of what the problems are locally, and what is causing them. 	<ul style="list-style-type: none"> The LSP has some evidence of what the problems are locally, and what is causing them. 	<ul style="list-style-type: none"> Ideas of what the problems are locally are based on anecdotal rather than clear evidence. The LSP has not made the link to what is causing problems.
	<ul style="list-style-type: none"> The actions being taken are known to be the best way of tackling the problems. 	<ul style="list-style-type: none"> Some of the actions being taken are known to be the best way of tackling the problems. 	<ul style="list-style-type: none"> There is little evidence that the actions being taken are proven to be the best way of tackling the problems.
	<ul style="list-style-type: none"> They are highly likely to work because they have worked before in a similar situation(they are best practice). 	<ul style="list-style-type: none"> Some things are highly likely to work because they have worked before (they are best practice). For others, there is more doubt. 	<ul style="list-style-type: none"> There is some doubt that they will directly achieve the desired outcomes because they are untried, or the links to the outcomes are weak.
	<ul style="list-style-type: none"> It is clear that the effect of local problems on black minority ethnic, and other disadvantaged groups has been assessed based on good quality evidence. What is being done to tackle problems can be assessed according to the groups affected, and will have a positive impact on them. 	<ul style="list-style-type: none"> It is clear that the effect of local problems on black minority ethnic, and other disadvantaged groups has been considered. What is being done to tackle problems can be assessed according to the groups affected, and will have a positive impact on them. 	<ul style="list-style-type: none"> How local problems affect black minority ethnic, and other disadvantaged groups specifically has not been considered. What is being done to tackle problems cannot be assessed according to the impact on minority groups.
	<ul style="list-style-type: none"> As well as being the right thing to do, partnership working is going very well. 	<ul style="list-style-type: none"> As well as being the right thing to do, partnership working is effective. 	<ul style="list-style-type: none"> Specific examples of partnership working are not going well.

(Source: NRU, 2003, p.11)

Table 3.7 Sample indicators for outcome

	5	3	1
INDICATORS	<ul style="list-style-type: none"> All the outcomes have been achieved. 	<ul style="list-style-type: none"> One or two of the outcomes may have been achieved, but others have been missed 	<ul style="list-style-type: none"> Outcomes may have got significantly worse in one or two areas. The partnership may not have data to monitor several of the outcomes.
	<ul style="list-style-type: none"> Some outcomes have exceeded what was targeted. 	<ul style="list-style-type: none"> One or two of the outcomes may have worsened slightly 	<ul style="list-style-type: none"> Outcomes may have got worse across all outcomes
	<ul style="list-style-type: none"> The targets set were challenging, yet realistic and achievable. 	<ul style="list-style-type: none"> Targets might have been overly ambitious, or not stretching enough. 	<ul style="list-style-type: none"> The partnership may not have set targets for individual years, or targets may not be based on information about what outcomes were likely.
	<ul style="list-style-type: none"> Local people say that things have improved. 	<ul style="list-style-type: none"> Local people do not think things have got much, if any better. 	<ul style="list-style-type: none"> Local people are concerned that things are not improving or getting worse.

(Source: NRU, 2003, p.12)

2) Reviewing Partnership Working

NRU (2003) assesses the contributions made by LSP partners to the LSPs. (See Table 3.8) The NRU sets out the following six criteria: Strategic, Inclusive¹⁰⁰, Action Focused, Performance Managed, Efficient, Learning and Development, for judging the success of the delivery of the LSPs. The scores which are obtained in this process are used as information by the LSP participants for discussion of the barriers and possible solutions, and actions for improvement for the LSP.

3) Improving planning for the future

Using the assessments from section 1: reviewing delivery, and section 2: partnership working, LSP members have to discuss an improvement plan for the subsequent years. This section discusses and identifies: a) who will be involved; b) the actions they will be required to undertake; c) the support they will need; and d) how this support might be provided for each NRS targets in the areas of crime, education, employment, health, and housing and the physical environment etc.

¹⁰⁰ NRU (2003) Core Managements of a Performance Management Framework, p.2, defines inclusive as “to include a measure of how well the LSP is engaging with the community and voluntary sectors through the Community Empowerment Network and black and minority ethnic and other minority communities”.

Table 3.8 Criteria for reviewing partnership working

Strategic	Vision	The LSPs vision is clear, ambitious and achievable. It is owned and agreed by all partner agencies and the CEN.
	Strategy	The Community Strategy and the Local Neighbourhood Renewal Strategy set National floor targets and identify priority neighbourhoods and wards. Sound methodologies have been used to set targets in these areas and plans for achieving these are based on plausible actions.
	Leadership	Strategic leadership is provided by the LSP to make sure that it's own strategies are reflected in partners business strategies and are cascaded down to team and individual work objectives.
	Structure & accountability	The Partnership organises itself in a systematic, clear and accountable way. The LSP board is effective with members having the authority to speak for their organisation and there is genuine community involvement through the CEN.
Inclusive	Processes	The processes through which the LSP operate are sound efficient and transparent.
	Community impact	Local strategies are monitored and evaluated as appropriate, to make sure they reflect the views of all sections of the community and findings fed back to LSP members.
Action focused	Affecting mainstream services	Neighbourhood Renewal objectives are incorporated in mainstream services. This is demonstrated by changes in use of mainstream funds, re-shaping of service delivery and joining-up with other services to deliver agreed targets.
	Joint working & partners changing in response to the LSP	Local service providers are committed to changing local service delivery as a result of their participation in the LSP.
	Clear decision making	Decision making processes are clear and understood by all those involved. Meetings resolve issues and make good decisions that are in line with strategy. Risks are well assessed.
	Capacity building in neighbourhoods	The LSP has taken steps to strengthen the capacity of the community to participate in the delivery of neighbourhood renewal.
Performance managed	Monitoring, reviewing & evaluation	Local strategies are monitored and evaluated as appropriate, operational planning takes account of feedback and findings.
	Links to partners performance management systems	Where possible partners of the LSP have aligned their performance management arrangements to meet the LSP Business Planning cycle.
Efficient	Straight forward partnership working	The LSP is working to streamline partnerships and to clarify links between the LSP and other partnerships.
	Context & evidence base	LSP strategies are based on a) accurate information about the nature of specific problems and b) evidence of what works in determining responses.
	Funding	The LSP has developed sound financial management systems.
	Information management and technology	The LSP is making the best use of the latest technologies as appropriate to enhance their information, accessibility and communications.
Learning	Developing local learning, skills and knowledge	The LSP is aware of its skills and knowledge needs to prepare and deliver plausible and achievable Community Strategies and LNRs.

(Source: NRU, 2003, p.2)

As can be seen above, the ODPM does not evaluate the production of LSPs, because the ODPM monitors the improvement of PSAs in local councils. Because the ODPM will monitor the LSP's strategy-making processes and their implications through the GO, the ODPM allocates the NRFs to local councils.

3.3.7 Implementation of Neighbourhood Renewal Strategy

As mentioned above, only an LSP can discuss and develop their LNRS. Figure 3.3 shows the organization relationship and how the parts of an LSP to work together.

Local Strategic Partnerships

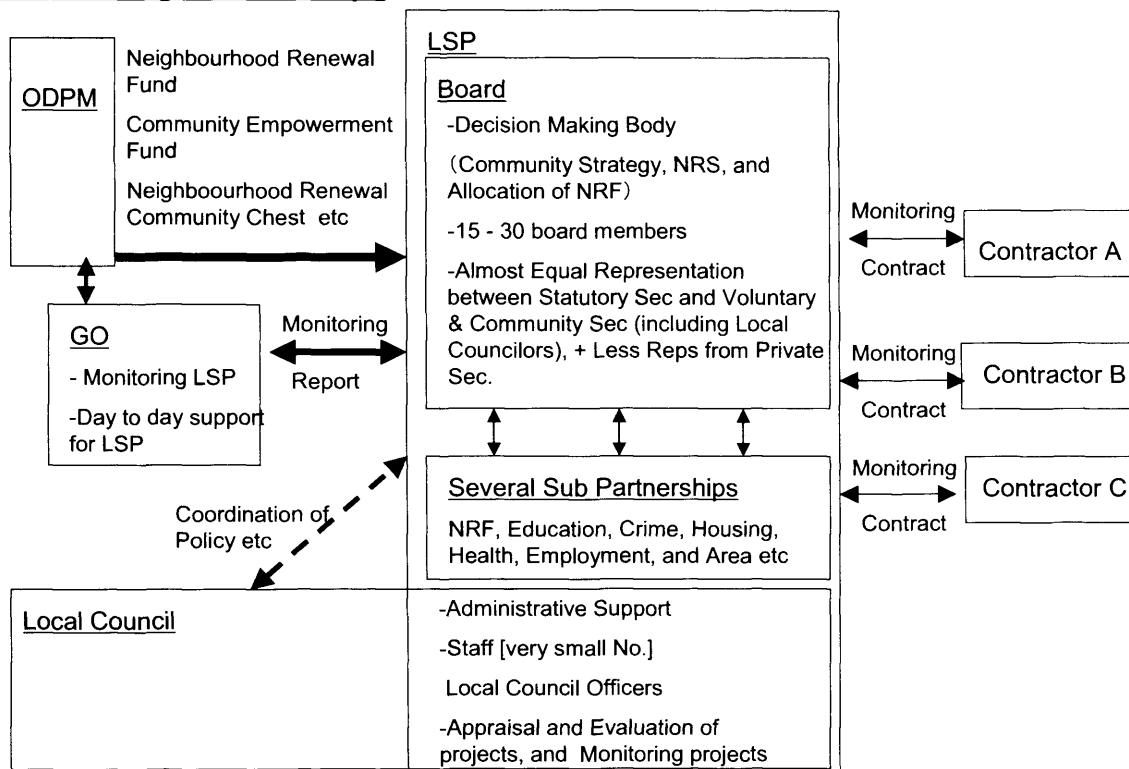


Figure 3.3 The organization relationship of LSP

(Source: Author)

Table 3.9 shows the breakdown of NRF in London LSPs spend for 2002/03. The spending of NRF across London LSPs depends on their priorities of LNRSS. The discussion and decision making of LSPs plays an important role for neighbourhood renewal.

Table 3.9 Breakdown of NRF spend for 2002/03 by LSP

Borough	Education	Health	Housing	Employ	Crime	Capacity	Support	Other
Barking and Dagenham	20%	29%	2%	2%	29%	17%	3%	0%
Brent	7%	20%	27%	28%	17%	0%	0%	1%
Camden	14%	8%	1%	9%	7%	28%	9%	25%
Croydon	3%	3%	1%	27%	7%	54%	4%	0%
Ealing	6%	19%	3%	9%	27%	26%	10%	0%
Enfield	21%	20%	6%	2%	28%	2%	4%	17%
Greenwich	1%	0%	4%	19%	17%	21%	13%	25%
Hackney	16%	17%	25%	4%	13%	0%	0%	24%
Hammersmith & Fulham	52%	5%	3%	6%	24%	9%	0%	0%
Haringay	11%	10%	22%	9%	13%	27%	2%	6%
Islington	12%	14%	18%	15%	18%	18%	6%	0%
Kensington & Chelsea	10%	2%	7%	48%	25%	3%	6%	0%
Lambeth	7%	8%	19%	7%	23%	28%	9%	0%
Lewisham	16%	17%	11%	15%	16%	13%	13%	0%
Newham	24%	16%	8%	5%	10%	11%	0%	27%
Southwark	19%	14%	4%	4%	7%	21%	10%	20%
Tower Hamlets	17%	17%	1%	18%	21%	9%	14%	3%
Waltham Forest	5%	10%	0%	26%	10%	7%	7%	36%
Wandsworth	27%	11%	26%	0%	15%	0%	0%	20%
Westminster	7%	3%	0%	0%	76%	0%	4%	10%

(Source: Association of London Government, 2003)

3.3.8 Example of initiatives being funded

The followings are some examples of initiative being funded. These are put forward in the meeting papers of four LSPs, Camden, Hackney, Lambeth, and Wandsworth, which I observed for one year.

Jobs

- Establishing a “one stop shop” for business and employment support services.
- Free training course for increasing the employability of adults.

Crime

- Additional police officers for the NRS areas
- Counselling services for women affected by domestic violence and post-natal depression
- Advice and treatment services for street drinkers and street-based dependent users of other

drugs

- CCTV installation

Education

- Breakfast clubs and learning mentoring initiatives
- Homework club for pupils who have a problem at key stage 2
- Speech and language therapy for pupils with speech and language difficulties in NRS areas
- Projects for music and dance, sexual health, drugs, leaving school, alcohol etc for BME groups
- English course for refugees, asylums and settled immigrants as a second language

Health

- Health education package which provides health education, sporting opportunities, skill training for 8-16 years olds for reducing truancy, crime and arrests
- Reaching the isolated elderly projects which includes visiting, transport, the lunch clubs, outing, entertainment and social interaction
- Intergeneration projects which bridge the gap between young and old
- Feasibility study to identify local cause of health issues
- Projects for non-smoking

Housing and physical environment

- Environmental improvements (i.e. housing estate/ communal areas/ green spaces/ tree planting/ community safety to town centre areas)
- Refurbishment of community centres and community facilities
- Research for reviewing housing density policy to ensure good housing design, housing amenity and housing management
- Research for assessing the feasibility of implementing of controlled parking zones

Community development

- Employment of workers for community development organizations which provides the support and advice to local people
- Updating resources (e.g. computers) of local voluntary action groups
- Creating Neighbourhood renewal coordinator post
- Creating LSP coordinators post
- Creating Policy and statistics analyst post

3.3.9 Institutional features of the new commitment to neighbourhood renewal

By reviewing the government documents and research reports, the following features, which may affect the output of the LSP, are identified.

The ODPM aims at the improvement of the most deprived areas in England from plural perspectives; such as education, health, employment, crime, and physical environment. The ODPM provides funding for the neighbourhood renewal, and monitors the process and evaluates the performance for neighbourhood renewal. Local governments need to establish a LSP which is appropriate for their administrative areas, according to the central government. Local governments can allocate funding for neighbourhood renewal at their discretion, if they can achieve the targets of the PSA in the various fields. Because the ODPM nominates the leading organisations which are at the levels of the central and local governments as seen in Table 3, 1, local governments need to collaborate with them for the neighbourhood renewal of their area. For this reason, this study assumes that output of this scheme would be influenced by the levels of capacity of local government for collaborating with partners and for conducting the neighbourhood renewal.

Although the ODPM does not state anything about how to renew neighbourhoods, the ODPM explains the communicative process which the local government has to follow for devising community strategies and neighbourhood renewal strategies; such as who should be involved and how it should be done. The LSP includes various local partners from various field and administrative levels. Local governments need to analyse issues of the deprivation area and explore the alternatives and priorities of the strategies and projects; while the partners, especially statutory partners, have priorities, the strategies and projects of their sponsors. Under these constraints, local governments need to develop effective and efficient measures for neighbourhood renewal. For this reason, this study assumes that the capacity of the local government for discussing and negotiating partners would affect the result of this scheme.

3.4 Reviews of academic papers on the LSP

Although a number of government publications regarding the LSP approach have been reported (e.g. DCLG, 2007) since 2000, only a few academic papers have been published on this subject. (e.g. Bailey, 2003). In this section, by reviewing research on this subject, the current research issues are identified in order to clarify the reasons for this study.

Three types of LSP research have been published in the field of planning (e.g. Wallance, 2001; Bailey, 2003). The first considers the LSP approach as a regeneration strategy at the local level; these are explained as an inclusive and collaborative way of public participation (Wallance, 2001; Wright et al, 2007). This type of research primarily refers the difference between LSP approaches and past partnership approaches, in the light of their remit, resources and memberships. It contains analysis of such features as the purpose of partnership approach by using a sort of criteria of collaborative approach, including urban governance and community involvement, and leadership. For this reason, it is appropriate to evaluate the LSP activities as an inclusive and collaborative way of a measure of public participation. Because of this type of study discusses the LSP on the literature bases¹⁰¹, it is worth in exploring the LSP by taking empirical approaches.

The second type of research discusses to what extent the inter-organizational relationship, including institutional capacity, financial resource, and power, of the LSP is valuable in achieving strategic purposes (Bailey, 2003; Taylor, 2000). The LSP is obviously seen as a measure of urban regeneration that opens up the opportunities for the voluntary and community organisations in the decision making process, and is explored in terms of the feasibility of neighbourhood renewals. The majority of this research notes that institutional capacity is not sufficient to deliver new forms of partnership for the reasons of various complexity and tension, such as political imperative, power relationships

¹⁰¹ Bloomfield et al (2001) mentions that empirical examinations on 'deliberative and inclusionary' process are few

of groups, human capital and social capital of institutions, local leadership, and accountability issues.

“The current wave of partnership policies may provide the opportunity to test this but, despite the rhetoric, there is still too much evidences of top-down traditional control to create real optimism¹⁰²”.

Craig et al (2004) pointed out that the role of the voluntary and community sector organisations is complex and dynamic in the policy process in the partnerships. This type of research basically identifies collaborative issues in delivering urban governance by using institutional or post-modern analysis; however, they do not discuss how successfully the partnerships achieve their targets and how the difference of the LSP approach affects the outcomes.

The third type of research studies the characteristics of the institutional capacity of local community, rather than internal relationships of partnerships, and how this affects the gentrification process at the neighbourhood level. (Butler and Robson, 2001) On the bases of empirical comparisons, this topic of research contributes to the identification of the existence of relations between the difference of forms of institutional capacity of the local community and the difference of gentrifications of local areas. This type does not clearly examine the role of the measure of urban regeneration; and the effect of the partnership as a catalyst of such development.

As can be seen above, it is worth evaluating the LSP approach empirically, and to identify to what extent the LSPs achieve involvement and success in shaping the strategies of the LSP members.

3.5 Building up hypotheses of this study

The purpose of this section is to build up hypotheses to what extent the LSPs achieve involvement and success in shaping the strategies of LSP members by using the discussions in Chapter 2 and Chapter 3. This study assumes that major difficulties and complexities for the LSP are how to integrate fragmentations of different administrative levels, different policy areas, and various

¹⁰² Taylor (2000) p.1033

stakeholders, and how to reach agreement on the community strategies and the LNRS. The hypotheses also include the reviews of the series of survey reports and issue papers on the LSPs, published by central government. (e.g. DCLG 2006; ODPM 2005a; ODPM, 2005b)

One of the most relevant government publications for this study is “Local strategic partnerships (LSPs) and spatial planning: practical guide” (DCLG, 2007a). Its purpose is “to provide some basic explanations of the process involved”¹⁰³. The aim of this publication is supporting “improved local outcomes through Local Area Agreements (LAAs), the delivery of sustainable development and the promotion of active citizens and stakeholder engagement throughout.”¹⁰⁴ The DCLG explains the relationships of relevant strategies, such as Local Development Framework (LDF), Sustainable Community Strategy (SCS), and regional spatial strategy, and encourages local authorities to collaborate with them. (See Figure 3.4) The LSP needs to develop agreed local priorities by engaging the local community and to collaborate with other strategies at the different administrative levels as shared input. The LSP and the LSP partners deliver their plans which contributes to SCS, LDF, and LAAs and produce the outcomes.

¹⁰³ DCLG (2007) p.7

¹⁰⁴ *ibid.*

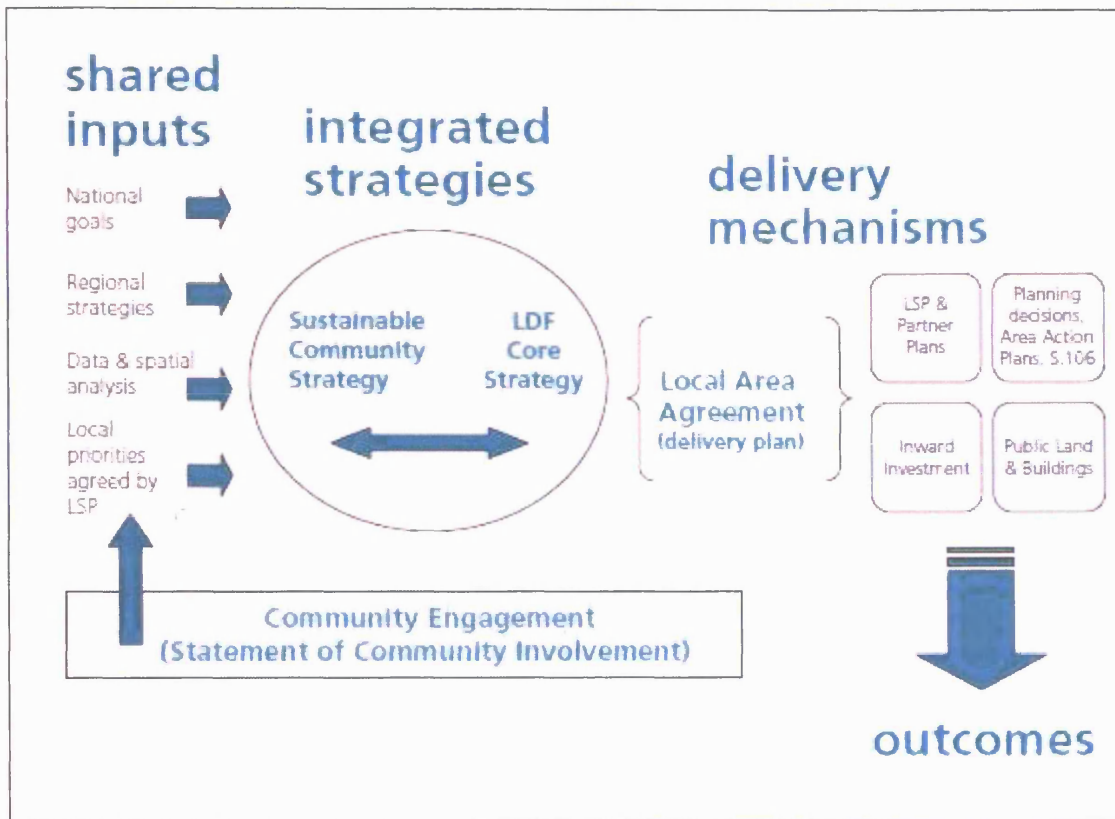


Figure 3.4 The diagram of the locations of the LSP in the notions of the spatial planning

(Source: DCLG, 2007)

It states that planners need to work with the LSP:

- to benefit from the LSPs role in promoting and co-ordinating local stakeholder, community and business involvement in local decision-making and the potential for ensuring that there is informed engagement with the planning process.
- to contribute to the preparation of the SCS, helping the LSP with evidence and analysis, with spatial and environmental understanding and guidance on how the planning system can help deliver mixed sustainable communities outcomes.

(DCLG, 2007a:10)

It can be seen that local government officers are expected to play the main role and to lead other LSP partners in order to obtain mutual benefits based on local collaboration. Also the DCLG notes (2007) principles for improving local collaboration;

- Taking a corporate approach,
- Sharing evidence and spatial understanding,
- Joint monitoring across the SCS, LAA and LDF,
- Interlinking timescales,
- Co-ordinating Consultation,
- Collaborating with parishes and neighbourhoods,
- Applying Sustainability appraisal, and

This DCSG guide is for local government officers for the management and collaboration of the special strategies, but it does not explain how to undertake and manage the strategy-making process of the LSP. In term of the strategy making and public participation, this is the most relevant guide for the local government officers; central government has not published a practical guide for the LSP describing the procedure of the strategy-making.

The UK government has periodically surveyed organisational arrangements and activity and outcomes in 2002, 2004 and 2006. The DCLG report (2007b), National Evaluation of Local Strategic Partnerships: Report on the 2006 survey of all English LSPs vol.1, summarises the results of questionnaire survey on LSPs. The questionnaire consists of the questions as shown Table 3.10, and answers by 211 LSP Chief executives/ managers/ co-ordinators across England. Although the results of the questionnaire survey might not reflect views of all LSP members, or partners, this is a very comprehensive and considerable survey on the LSP. It could, however, be said that the survey is basically fact-finding of the LSP. In order to understand the circumstances of the LSPs. Table 3.10

shows the survey conducted by the DCLG.

Table 3.10 DCLG national survey

● Organisational arrangements
Establishment, status, local authority contexts
Membership and partner involvement
Membership by sector/organization
Membership by NRF and local authority contexts
Support to the voluntary and community sector
Chairing the LSP
Organisational structures
Effectiveness of organisational structures and arrangements
Accountability
Staffing, resources and development
Staff support
Staff skills
Financial resources
LAA/LPSA reward and pump-priming grants
Support for LSPs
Performance management
Performance indicators
● Activity and outcomes
Partnership activity
The LSP, the Community Strategy and the LNRS
Local Area Agreements
The Well Being Power
Progress and outcomes
Progress by LSPs
Activity and progress on specific policy issues

(Source: DCLG, 2007b)

The DCLG (2007c) shows the progress made by LSPs, as shown in Figure 3.5. The survey questioned the LSP as to how much progress had been made within the 2004-06 period. Respondents, who were LSP chief executives/ managers/ co-ordinators, had to choose one from five multiple choices: major progress, some progress, no progress, not a priority, and do not know. Most concerns, related to 'process', 'resources', and 'service outcome' issues, were considered to have made progress by LSPs. At this stage of the survey, although LSPs made progress in various concerns, further study is necessary in order to understand why most LSPs made such progress, how they achieved such progress, and what actions were effective for making progress.

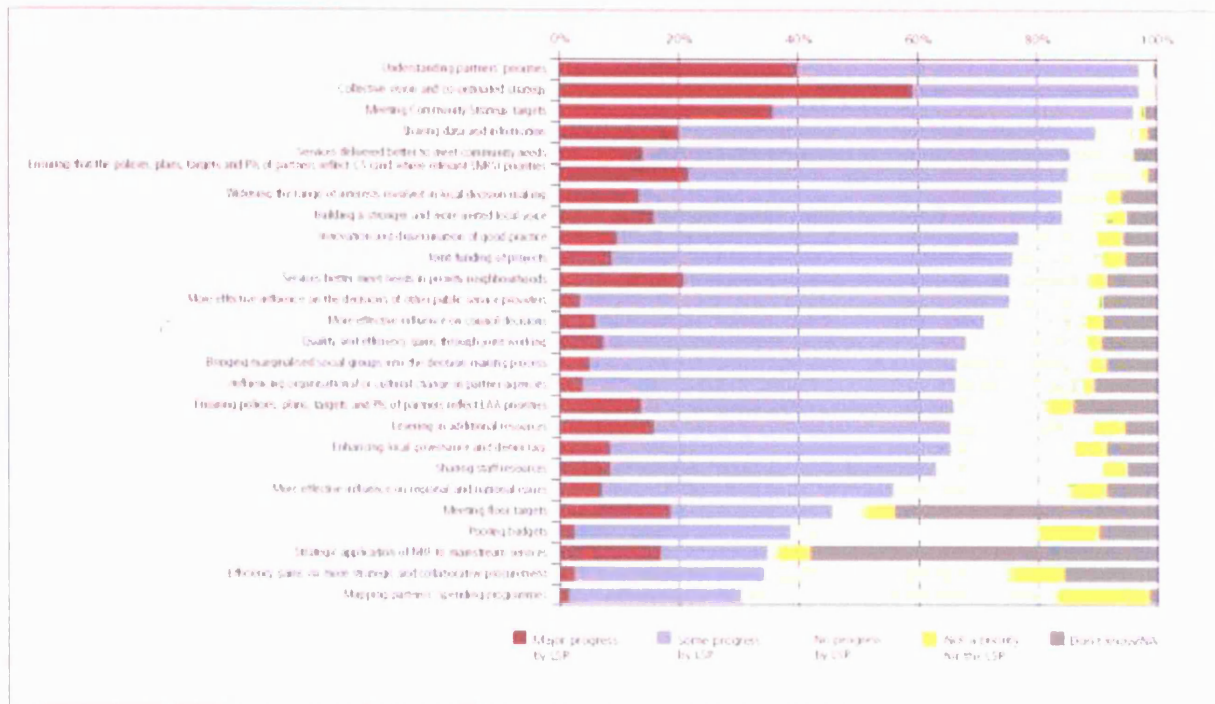


Figure 3.5 Progress by the LSP (Source: DCLG, 2007b)

● Preconditions of the LSP approach

The partnership approaches, which include different policy areas at the regional, local and neighbourhood levels, since the early 1990s have increased and delivered regeneration strategies in the UK. (Urban Task Force, 1999) In the Blair government, as is known, complex allocation of roles between government agencies, such as allocation of roles of RDA and GO in the regional and urban development, caused difficulties and complexities in “joined-up” working between partnerships. (Bailey, 2003) As seen in core tasks of the LSPs, the LSPs play a role of bringing together various partnerships, plans and strategies of different policy areas at various government levels. Under these circumstances, local governments have to take the lead in their LSP for setting up and delivering

community strategy and LNRS for neighbourhood renewals. The issues are: Can local government select the local stakeholders for strategy-making and make them owe to deliver successful achievement of neighbourhood renewal With whom does the local government communicate for understanding local needs? How dose the LSP integrate the strategies of different policy areas? The guidance states that *“The membership, structure and size of an LSP should reflect both its aims and the breadth of issues that fall within its scope. The precise membership of any partnership will depend on local circumstances and priorities; but LSPs will only be effective if their core membership includes the public, private, community and voluntary sectors”*. (DTLR, 2001: 12)

Understanding both aims and natures of the national plans provided by central government

The first hypothesis, in my view, is that the forces which determine the way of strategy making result from the participation of various players from different policy areas and administration level. The LSP is accredited by GO. The criteria are: 1) Strategic, 2) Inclusive, 3) Action focused, 4) Performance focused, 5) Efficient, and 6) Learning and development. The LSP members, the representatives of the partner organisations, which are accredited by other departments also have their strategies and prioritised issues. As mentioned earlier, the central government does not state anything about how to renew the neighbourhood, but they do refer to the style of strategy making by involving the LSP partners. For neighbourhood renewal of deprived areas, the policies in the different areas need to be integrated by the LSP. Some local governments developed the community strategy before the LSP was accredited by GOL; statutory partnerships had already set up their strategies in their policy area. Because of the accountability and transparency of the performance of the LSP members to the departments or other organisations who fund them, the statutory members has constraints which they cannot accept the requests of LSP members. This means that power difference, including the alternatives and priorities of strategies of the LSP members, exists in crosscutting areas. The Fragmented policy areas might be caused by such constraints and might make integration difficult because of the power difference between central government and the local

government and of the weak relations to some policy areas. Importantly, the local government needs to identify who should be involved and the area which is worth discussing . It is obvious that the institutional setting provided by the central government affects the manner of discussion and implementation of strategies by planning officers and partner organisations.

Designing the aims and the roles of LSPs

Secondly, this study assumes that the organisational structures of LSPs affects the strategy-making process, in such areas as the communication mechanism within the LSP, the quality of the strategies, the discussions for filling the gap between the different policy areas at different administrative level, and the way of keeping accountability on the LSP activities. Figure 3.6 shows the survey results of the DCLG (2004) about existing organisational structures within the LSP. The organisational structure has been changed since the LSP started. Most LSP establish the Executive or Board, and around 70 % of LSPs have thematic groups or sub-partnerships. Because their report is basically fact findings, they do not refer the reasons why organisational structure were changed and how those organisational arrangement works.

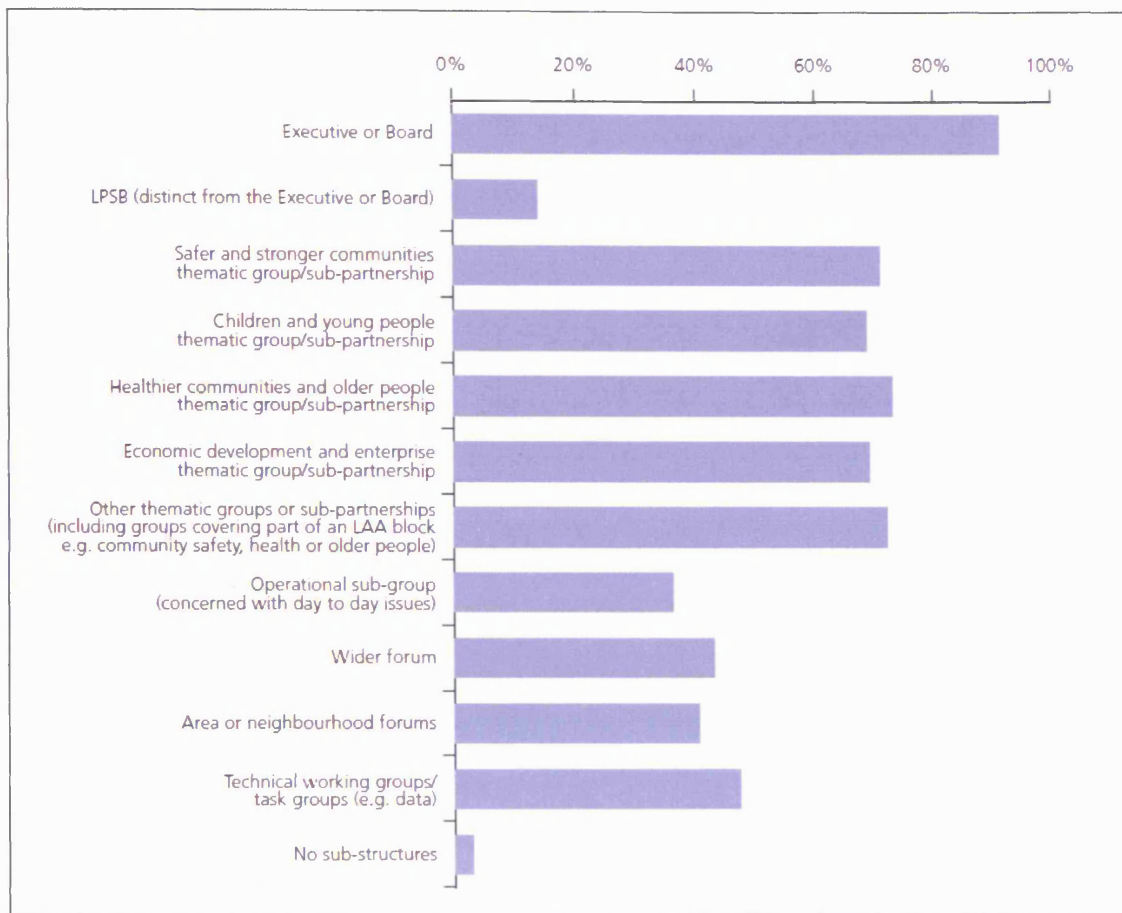


Figure 3.6 Organisational Structures

(Source: DCLG, 2007: 23)

In my view, the Executive or Board and each thematic partnership within a LSP involve many stakeholders, and their decisions are influenced by all of them. Although LSPs have “quite sophisticated¹⁰⁵” structures, they are required to establish highly-developed communication mechanisms within the LSP. The result of the LSP approach would depend on whether or not this occurs. One of the issues would be the time and effort needed for decision making within the LSP and the maintenance of accountability between the LSP board and the LSP thematic partnerships. Because many thematic partnerships exist within a LSP, the board would be the place for the approval, rather than for the discussions. No one in the LSP plays a role of coordinating strategies of

¹⁰⁵ DCLG (2007) p.23

family partnerships. Organisational structures would affect the achievement, involvement, and success in shaping the strategies of partners. The roles of the board and the thematic partnerships would need to be clarified for filling the gap between different policy areas and different administrative levels for neighbourhood renewal.

Identifying difference in interests and power of the LSP partners who are the representatives of different policy areas at different administrative levels

Thirdly, the study assumes that social relationships and power difference within the LSP members, or between partnerships, affect whether the LSP achieves success in shaping the strategies of the partners. The ODPM (2004) found that LSPs operate four different governance arrangements based on the survey on 11 LSPs: Advisory, Commissioning, Laboratory and Community empowerment.

The four types of arrangement are:

- Advisory: the LSP acts as a consultation and discussion forum and often forms the basis for consensus building, but has no independent power to act. It draws its accountability and legitimacy entirely from member organisations, particularly the local authority
- Commissioning: the LSP has its own staff and authority, is able to implement decisions and commission projects, and therefore has to create its own forms of accountability and legitimacy
- Laboratory: the prime focus is on generating new ideas and new ways of designing local services, drawing on the combined thinking of senior managers and community leaders
- Community empowerment: attention is focused on creating strong networks within the community rather than on the key public agencies. (ODPM, 2004:1)

According to the ODPM (2004), most LSPs arrange their governance such that balance is maintained between those types; the governance arrangements of LSPs are influenced by the tensions between elected councillors and other members, and by the relationship between the LSP and its partners. In my view, it could be said that the LSP activities are influenced by factors inside and outside of the LSP, such as the relationship with partners at the different government levels. In this respect, this study assumes that the decision making process of the LSP might be unstable,

because of the relational aspects of the partners. The LSP members suffer because of their power difference in the community strategy and the LNRS making process in the LSP, including alternatives and priorities of the strategies and priorities of partners' organisations and different administrative levels. The power relations within the LSP members and between partner organisations affect the role of the LSP, and the discussion for the strategy making process, as well as the quality and performance of the strategies.

Setting up the role of the LSP members in the strategy making process, especially the voluntary and community sector organisations

Fourthly, the role of the LSP members affects the way of achieving involvement of the voluntary and community sector organisations. The issue paper on the voluntary and community sector engagement in the LSP (ODPM, 2005) explains that the role of the voluntary and community sector is different from other organizations within the LSP. Although the LSP members recognise the importance of the voluntary and community involvement as a measure of public participation programme, the ODPM (2005) mentioned that it is difficult to measure the impact of including voluntary and community sector organisations in the LSP, because the voluntary and community sector is very diverse in different areas, such as, the types of organisation involved, the level of representation and the means of selection. In addition, because the roles of the LSP are various, as mentioned by the ODPM (2005), it can be said that the roles of the voluntary and community sector organisations are diverse. While the voluntary and community sector would appropriately play a role in every LSP, I assume that, in terms of the LSP management, one of the important things is that the members of the LSP need to clarify (a) what the LSP members need from voluntary and community sector organisations and (b) how the LSP members support voluntary and community sector organisations to enable them to play their sector's role. The representatives of voluntary and community sector organisations might suffer from extra consultation and reporting work for keeping accountability to their umbrella organisations. Although the ODPM establishes the fund for supporting the participation of the

voluntary and community sector organisations, such as CEF, it might be difficult for them to work in a similar way to other partners. Securing the role of the representatives of the voluntary and community sector organisations would help to reduce their difficulties in participating in the LSP, as well as tensions or distrust of umbrella organisations toward the LSP.

In my view, the role of the representatives of the voluntary and community sector organisations will cause fragmentation in the strategy-making process and public participation programmes in the LSP. There are broadly speaking, two ways of developing the community strategy. The first way is because statutory sector partnerships develop their strategies based on the consultations of their stakeholders, the LSP develops the community strategy and the LNRS by consulting LSP members and decides to what extent the community strategies and the LNRS integrate strategies of the partners by professional judgements by the members of the LSP. The second way is that the LSP develops community strategies by conducting public participation programme, and ask the members of the LSP to reflect the community strategy and the LNRS to the strategies of the members of the LSP.

For local government, in by deciding the way of managing the LSP, when the initial LSP members should be selected; the ratio of LSP members by sectors should be considered. As mentioned earlier, the LSP opens up the opportunities for voluntary and community organisations in the decision making process. It would be difficult for the LSP members to understand the viewpoint of the representatives of voluntary and community organisations¹⁰⁶. Are they the representatives of the

¹⁰⁶ The government supports to establish the leading organisations of the voluntary and community sector organisations. For example, HCVS is a leading voluntary sector support agency in Hackney. In their website, HCVS is explains as follows. "HCVS has been at the cutting edge of third sector support especially in terms of BME community development, participation and equality. HCVS has encouraged hundreds of local people to develop innovative new community projects, providing them with the skills, knowledge and expertise to deliver better solutions to renew their neighbourhoods". As another example, quoted from their website, Wandsworth Community Empowerment Network is the leading organisation of such sectors which aims to bring together the range of community and voluntary sector organisations in Wandsworth and support their involvement in local decision making.

voluntary and community sectors who work with the statutory agencies for local communities, or are they non-elected representatives of the publics? In my view, this is one of the important factors which need to be agreed on by the LSP members. If they are at the table for better management of the business with the statutory agency, they, as a member of the LSP, discuss and negotiate with other members of the LSP from such aspects and contribute their strategies to the community strategy and the LNRS, vice versa. On the other hand, local communities are fragmented, because local residents have varied values and interests in their community. The representatives of the voluntary and community sector organisations might expect too much as regards addressing their local needs to the LSP through the voices of the umbrella organisations. Are they there for that reason? The representatives of such sector organisations do not mostly have sufficient resources, to work for researching and surveying opinions of the voluntary and community sector organisations¹⁰⁷. The LSP must consider who should be the members of the LSP, and which role the LSP members play, especially the voluntary and community sector organisations. This study assumes that by clarifying and sharing the role of the representatives of the voluntary and community sector organisations and by choosing the representatives who can play a role, it is helpful in managing discussions in the strategy -making process and public participation programme.

Resolving the negative relationships within local community and between local community and the local government

Finally, the fragmentation of the public affect the ways in which the LSP can involve them. The social network, the value that the public places on infrastructure management, the trust of the public with the local government, and experienced methods of public participation are important factors to consider when designing the plan making process and public participation programme. (NILIM, 2006)¹⁰⁸ The social network includes fragmentations in religions, ethnics, voluntary activities, and

¹⁰⁷ Because several schemes for voluntary and community sector organisations, such as COMPACT, has been established and improved, the circumstances of such sector organisations has improved.

¹⁰⁸ Author was involved by this research team.

education in local areas. The perceived values to the public towards the necessity of the infrastructure management and the low levels of trust of the public in local government affect effectiveness of communication; these factors bring fragmentation in the discussions for strategy making process and public participation programme. Importantly, these fragmented groups can be identified from various views, respectively; planners agonise about selecting which targeted interest groups to communicate with and how to choose the methods of communications. The fragmentation should be accepted as the circumstances of the local community. (Shirlow and Murtagh, 2004) It may be that their needs for neighbourhood renewals vary, and it obviously affects the selection of communication methods between the LSP and the public which will reflect their needs to the strategies of the LSP.

● Two-way communication

The fragmentations, complexities and difficulties which are mentioned in preconditions of LSP approach above determine the ways of the strategy-making process and public participation programme. Under such preconditions, the LSP needs to establish the strategy for discussing and for making decisions between the LSP members and between the LSP and the public. Decisions, which might, however, bring unfair outcome, may be difficult for some stakeholders to understand, but would need to be accepted by them, as consensus. Therefore, how the LSP members and the public recognise the procedure of the decision making is important for managing the potential difficulties, or conflicts, and for reaching consensus in the process.

Securing sufficient capacity of the council officers, as well as the LSP members, for the management of the strategy making process and public participation programmes under the limited time and resources

In my view, the first difficulty is that the LSP members, especially the local government officers, need to have sufficient capacity for designing effective and efficient strategy-making process of the

LSP, and for managing the fragmentations as mentioned above. Because the government guidance does not state the way of designing the strategy-making process and public participation programme, the LSP, or the local government, have to control such process at their own discretion. Importantly, they need to undertake discussions in such a way that conflicts are not generated. As mentioned in Chapter 2, procedural concern is one of most common elements in many conflicts, and psychological concern which is also present in many conflicts is influenced by the experience of the participation in the procedure of the strategy making. Bailey (2003) wonders, based on the theoretical work on urban governance, if the institutional capacity may not be sufficient to deliver the LSP approach, although he notes that it is too early to conclude in such way. The institutional capacity of the LSP members is required for managing conflicts as well as for the strategy-making. It is very difficult for the planners to have sufficient capacity for managing the complexity mentioned above.

Establishing and revising institutional settings including the organisational arrangements, procedure of the strategy making and the communication methods among local stakeholders

Although it is relevant to the previous hypothesis, the procedure of the decision making needs to be revised and agreed on by the LSP members several times. The LSP members might set up ground rules of discussions with the decision-making by the lead of the local government, and the LSP members would be willing to discuss the community strategy and the LNRS for renewing deprived neighbourhoods. As mentioned above, all members of the LSP follow the strategies of their own organisations, which might not controlled by the ODPM and which might not cover affairs at the local or neighbourhood level. Both substantive and procedural constraints brought by partners can emerge during the strategy-making process, despite the community strategy and the LNRS strategy predominating over their interests. It would be difficult for the LSP members to maintain consistency in the procedure, and they might need to revise ground rules on a demand basis in the middle of the process. The following Figure 3.7 shows the survey result produced by the DCLG, and shows the difference in perceptions of the accountability of LSPs, both to the public and to the partners.

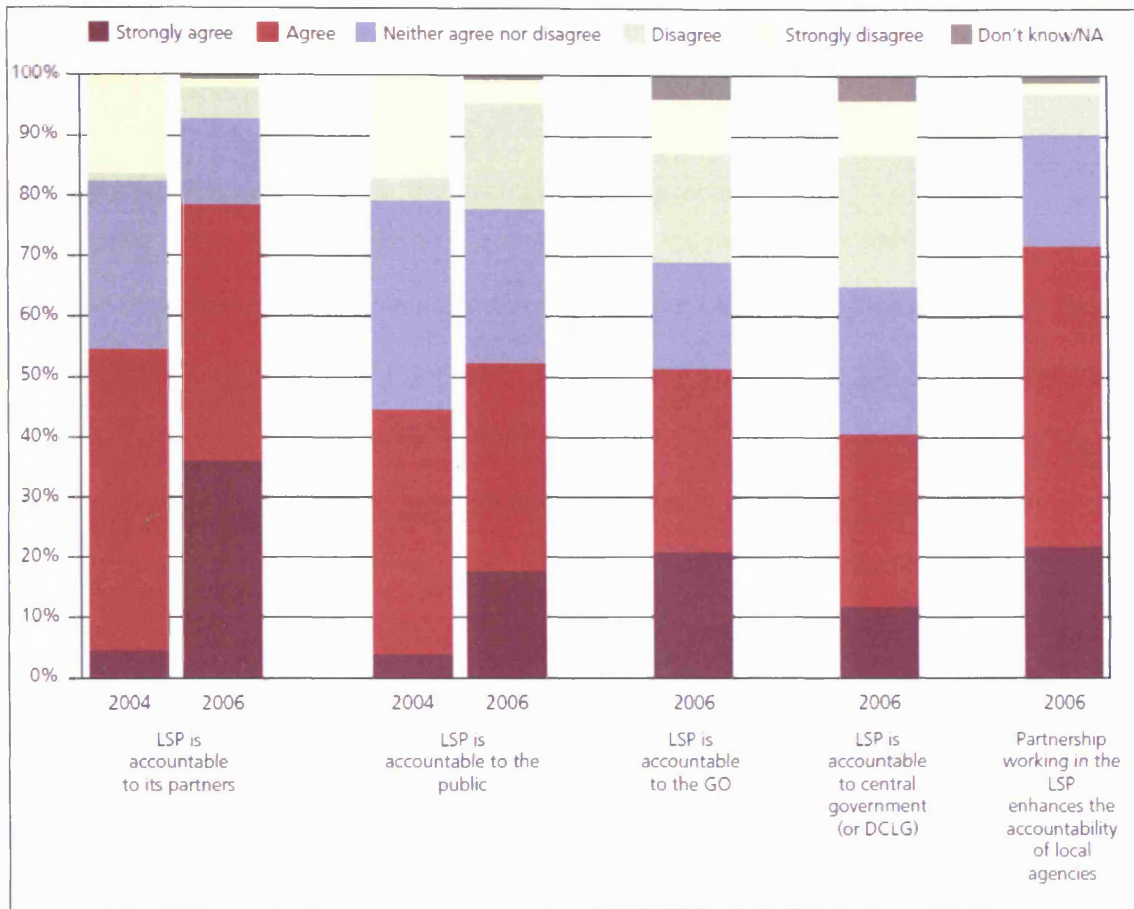


Figure 3.7 Accountability of LSP

(Source: DCLG, 2006)

The discussion concerning the decision making in the LSP produces conflicts between alternatives and priorities, such as those of the projects undertaken by each LSP member. Importantly, because the community strategy and the LNRS have to be implemented by them or their partners in most cases, such constraints affect such strategies making process. For planning officers, it is difficult to keep the balance between the reflection of local needs and the feasibility of the implementation by the partners. Also, the LSP members might feel difficulty in deciding which information is necessary and what is a good time to provide information for discussing such strategies. Under this condition, the LSP members need to pay attention to time and resource management for such a strategies making process and public participation programme. There are various difficulties and uncertainties

in managing the strategy-making process within the LSP and producing success in shaping the strategies of the partners.

Securing fairness and justice in the strategy making process

Thirdly, the reason why it is difficult to secure fairness and justice in the strategy making process of the LSP is the nature of the communication between the LSP and the local community. Based on those situations within the LSP members as mentioned above, it is important that the LSP considers how local people who have various interests and values, feel about the strategy-making process and public participation programme, in such aspects as fairness and justice of the process and fatigue of participation. In the same way above, the LSP need to consider how to provide information for such strategies making, which may apply a different communication tool of public participation. Because both the community strategies and the LNRS are for the benefit of local people, especially those who live in the deprived areas, the LSP needs to communicate carefully with them to determine what the local people require and to analyse why the past or existing measures were not effective for neighbourhood renewal. As mentioned before, the social network, values of the public toward infrastructure management, the trust of the public with the local government, and experienced methods of public participation are important factors to consider when designing the plan making process and public participation programme. (NILIM, 2006)¹⁰⁹ Although the LSP develops the community strategy and the LNRSs for local communities, it might be possible that members might disagree on some part of such strategies or that local people experience increasing distrust of the LSP. If the LSP understands them well, it can promise to provide the opportunities of discussions when disagreements are generated in the future. This would help to stop the loss of trust. If the local people do not trust the LSP, communication between the LSP and the local people can be difficult. Neither the community strategy nor LNRS are beneficial for both the LSP and local community, if the direction of the strategic actions of the LSP is different from the local needs. The LSP also needs to consider the balance between effort and resources for the management of the LSP. This is difficult

¹⁰⁹ Author was involved by this research team.

to maintain under various constraints. The difficulty for the LSP is to keep accountability and transparency of the decision-making process to the public, because the LSP needs to prevent loss of trust and willingness to accept the decisions of the LSP.

- **Reflecting needs and reaching consensus**

Commitment to reaching consensus under the constraints of alternatives and priorities of the strategies of the LSP partners

It may be questionable whether the LSP members relatively easily accept the final version of the community strategy and the LNRS so that this can be reflected to the strategies of partnerships. Although, for most LSP members, the LSP activities are the top-up of their mainstream services, they might receive some requests for a slight change of these. For these, they need to negotiate and resolve some conflicts with other members of the LSP and their sponsors. As mentioned before, the study assume the LSP members select an approaches such as avoiding, accommodating, compromising and collaborating for reaching agreement, if necessary. Also, it is important in reflecting the public interests and reaching agreement by whatever the methods of the decision making are, such as professional judgement, majority voting, and consensus building. For the LSP it is necessary to reach agreement on community strategies and the LNRS, because is a requirement for output of the LSP.

Securing a sufficient level of outputs under the limited time and resources

A second issue is that of how to secure a certain level of outputs under the constraints of the resources. Although the new commitment of neighbourhood renewal is one of the key programmes of the Labour government, both the funding allocation and the programme period would not be sufficient for the LSP to produce tangible output. Both the action focused and implementation focused activities of the LSP, as the GO have criteria for the accreditation of the LSP, are important in ensuring the output. The LSP members might be too committed to reach consensus because of

limited resources. For example, central government set the deadline of some tasks for the LSP; consultation about the fund for as limited period. Because of this, the LSP might make decisions without having sufficient examinations. Also, as mentioned before, because of the constraints of the LSP partners, they may not agree with some considerable proposals. In the view of this given mechanism, the difference in power among the LSP members, between the LSP and other partnerships, is a point that must be considered, and that is important for the LSP to overcome before asking for adjustment of the strategies of other statutory partnerships. Because of the limited time and resources, the LSP an element of uncertainty exists in securing the quality of the output.

A lack of willingness of some LSP members to neighbourhood renewal

Thirdly, the difficulty in reflecting needs and reaching consensus results from a lack of willingness to neighbourhood renewal. Because the central government state who joins the LSP and how to involve them, some members might not very deep have interests for the neighbourhood renewal. According to the issue paper of the ODPM (2005) on economic development, the LSPs were not likely to change economic activities of partners. Because the LSPs provide opportunities to bring agencies together and to discuss their particular issues, they invested the NRF to fundamental economic projects such as employment projects and learning skills. The thematic economic partnerships can not expect challenging and enhancing economic competitiveness which needs to take strategic actions at the local, sub-regional, and regional levels together; for this reason, they discuss with their partners the resolution of common concerns in their areas. The thematic economic partnerships tend to aim at the improvement of the fundamental issues of economic activities in local areas. In this sense, it might be difficult for the thematic economic partnership to maintain incentives when interacting with other members for resolving local issues. This study assumes that the result of the LSP would be affected by the extent of the willingness of the LSP members to promote neighbourhood renewal. Therefore, the difficulty is that willingness of the LSP members to promote neighbourhood renewal affects participation in the LSP and quality of the results.

3.6 Conclusion

This chapter has firstly, examined how the LSP approach, especially ones in London, works, based on the information provided by the government guidance and academic papers; secondly, on discussions of Chapter 2 and literature reviews on the LSP in Chapter 3, this chapter discussed the difficulties for establishing LSPs, for conducting the two-way communication and for reflecting needs and reaching consensus.

1) The features of the LSP approach are as follows.

The ODPM aims at narrowing the gap between top 10% deprived area and rest of England through “A New Commitment to Neighbourhood Renewal: national strategy action plan”. The ODPM require the local government to establish the LSP, which includes various local partners from various fields; such as education, health, employment, crime, and physical environment, for conducting neighbourhood renewal. The ODPM provide the local government funding but does not refer to ways to renew neighbourhood. The ODPM monitor and evaluate the performance of the LSP. The ODPM, however, explained who should be involved and how it should be done. The local government have to manage the strategies making process and public participation programme at their own discretion.

2) By reviewing academic papers and government’s research reports on the LSP, it appears to be clear that it is worth evaluating the LSP approach empirically, and to examine to what extent the LSPs achieve involvement and success in shaping the strategies of the LSP.

3) This section examined the difficulty in LSP approach. The followings are the result of the examination.

Preconditions of the LSP approach

- Understanding both aims and natures of the national plans provided by central government
- Designing the aims and the roles of LSPs
- Identifying difference in interests and power of the LSP partners who are the representatives of different policy areas at different administrative levels
- Setting up the role of the LSP members in the strategy making process, especially the voluntary and community sector organisations
- Resolving the negative relationships within local community and between local community and the local government

Two-way communication

- Securing sufficient capacity of the council officers, as well as the LSP members, for the management of the strategy making process and public participation programmes under the limited time and resources
- Establishing and revising institutional settings including the organisational arrangements, procedure of the strategy making and the communication methods among local stakeholders
- Securing fairness and justice in the strategy making process and finding out what kind of potential disagreements can arise and where they can arise and deciding if they are worth discussing, given the difference in power

Reflecting needs and reaching consensus

The difficulties are:

- Commitment to reaching consensus under the constraints of alternatives and priorities of the strategies of the LSP partners
- Securing a sufficient level of outputs under the limited time and resources

- A lack of willingness of some LSP members to neighbourhood renewal

Chapter 4 Methodology

4. 1 Introduction

This chapter discusses the methodology of this study, in particular cases of LSPs. The case study helps to show the extent to which LSPs have achieved involvement of partners, and success in shaping the strategies of partners. This study will evaluate effects of the LSP approach by using the evaluation framework which was established in Chapter 2 and 3. Using the results of the evaluation of the case study areas, hypotheses of this study will be discussed at the end of this thesis. The discussions presented in this case study may also be useful for the LSP members for the resolution of their practical issues.

This study deals with decision-making processes in the board meetings of LSPs, looked at as opportunities for interaction between the local government and local stakeholders. As mentioned in Chapter 3, LSPs are the main vehicle of neighbourhood renewal. Their remit includes the funding initiatives of the NRF, the CEF, and the community chest. Although the central government can intervene in LSPs through GO, the way of managing the LSP in such aspects as membership, size, structure, and activities, depends on the local council and other LSP members. The LSP members are from the public, private, voluntary and community sectors. Their concerns diverse and include, crime, education, employment, health, housing and the physical environment. The priorities for tackling deprivation would differ between LSP members, because each stakeholder might seek to achieve both their own interest and more general public interest at the same time. The Commitment to make decisions about neighbourhood renewals made difficult by complicated power relations between the LSP members who are involved in the discussions.

This study sees that LSPs play roles as a part of public participation programmes for formulating strategies of neighbourhood renewals, backed by the central government; LSPs provide public participation programmes to local people as a strategy developing procedure. The case study helps to understand how LSPs operate. By using the evaluation framework which was developed in

Chapter 2 and 3, this chapter explores preconditions of the strategy making and public participation of LSPs, how the LSP members communicate and negotiate within the LSP for the strategy-making, and how the LSP members reach agreements on their strategies. Using these results, this study discusses what forces determine the style of the strategy-making process and the public participation programme, why LSPs have difficulties in discussions in the decision making process, and why the LSP have difficulties in achieving involvement and success in shaping the strategies of partners.

Section 4.2 discusses identification of the information requirements. Section 4.3 discusses why and how the case study areas, which are 4 LSPs in inner London, were chosen. Section 4.4 explains the research methodology, in particular how to conduct analysis on case study areas. Section 4.5 summarises the methodology of this study.

4.2 Identification of the information requirements

The following information is necessary for discussing the extent to which LSPs achieve involvement of partners and success in shaping their strategies. Firstly information about preconditions of the both conducting and producing outputs of the LSPs has to be identified. Secondly, the effects of two-way communication, of reflecting local needs, and of reaching consensus are discussed; and information for analysing such effects is also examined. The case study is conducted based on the evaluation framework developed in Chapter 2 and 3.

4.2.1 Examination of preconditions of both the implementation of the LSP approach and the production of outputs

As mentioned earlier, central government provided only the institutional framework for neighbourhood renewals and the fund for conducting it. The local council plays an important role for the initial institutional design and the ground rules of communication of the LSP, determining such

matters as who should be involved, how to make strategies and conduct public participation programmes and how to shape the strategies of partners of the LSP; the LSP members may, however, revise it later based on their mutual agreements. The output of the LSPs will depend on the circumstances of local areas, the capacity of the LSP members and LSP procedures. Therefore, information is necessary in order to understand such preconditions for producing output of LSPs.

Two linked survey were carried out. The first was a questionnaire which was addressed to all members of the LSPs, which sought to identify preconditions using criteria developed in Chapter 3, and which explored the reasons why individual LSPs obtain the results that they do. This survey was addressed to all LSP members in order to remove the biases of individual respondents as much as possible. The second was interview survey addressed to certain members whose selection was based on the one-year observation of board meeting. This was undertaken in order to investigate the difficulties which were identified in Chapter 2 and 3. Both the questionnaire survey for all LSP members and restricted interview survey are useful for evaluating the benefits and difficulties of LSP approaches and for identifying forces which determine the strategy making programme.

4.2.2 Examination of two-way communication procedures, the reflection of local needs, and reaching consensus

In order to verify the hypotheses, the evaluations and the analysis of two way communications, the reflection of needs, and the reaching of consensus are required. Information for such examinations is collected in the following way.

Effects of the two-way communication

Effects of the two-way communication, which are capacity development of the LSP members, and enhanced positive relationships between the LSP and partner organizations, are shown by this case study. Self evaluation of the level of capacity building of the LSP members is subjective. As

mentioned in Chapter 2, according to the participative planning theory, especially collaborative planning theory, the meetings which securing equal opportunity to discuss under no constraints, which related to communicative rationality, will bring effects of the two-way communication. The questionnaire survey uses some conditions for fulfilling the requirement for communicative rationality, which will help when examining the effect of the two-way communications.

Effects of reflecting local needs and reaching consensus within LSPs

Effects of reflecting needs and reaching consensus, which is that stakeholders can accept the final version of community strategy and LNRs, must be measured for examining the research question of the study. Although it is important to measure tangible outputs of the LSP, such as achieving the targets of the PSAs or the improvement of the built environment, in the deprived neighbourhood, it is difficult to measure the output of projects quickly even though such strategies are established. Therefore, conducting the questionnaire survey of all LSP participants enable both quality of their decisions and the satisfaction of the LSP members with on such adopted strategies to be evaluated.

Analysis of both complexity and difficulty in conducting the two-way communication and in reflecting local needs and reaching consensus within LSPs

This study assumes that the effect of LSPs are affected by the complexity and difficulty in both conducting the two-way communication and in reflecting local needs and reaching consensus within LSP. This study believes the existence of various issues or forces inside and outside the board meetings of the LSP. This study investigates the board meetings in the LSP to find out why individual LSP are evaluated by the LSP members.

The necessary information might be difficult to collect. This study needs to select the agenda items of the board meeting which the LSP members seriously discussed for providing common questions. The interview survey needs to be tailor-made for each respondent, because of the

different institutional settings and different strategy making processes. It might be difficult to obtain some answers because of the inadequate capacity and experiences of the LSP members. Using information gathered during the one-year observation of the board meeting, enabled the interview survey to be carefully designed and conducted.

Contributions to the benefits of local residents

Contributions to local people of LSPs should be measured. However, the LSPs are not keen to provide public participation programmes, and it is too early to see the tangible results. For this reason, this study asks for self-assessment of the LSP members, such as to extent the LSP members think they did provide information of the board meeting and whether local residents can build up trust to the public services by conducting the LSP activities: .

Discussions on the identification of difficulties of LSP approach

Using the result of these surveys, this study seeks to account for why LSPs have difficulties in discussions in the decision making process and why LSPs have difficulties in shaping the strategies of partners. Table 4.1 shows the coverage of information obtained by the survey mentioned above for discussing the hypotheses of this study.

Table 4.1 Hypotheses and information collected (Source: Author)

Lists	Survey methods			
	Government guidance, and Documents released by the LSP etc	Observation of the meetings	Questionnaire survey	Interview survey
Preconditions of the LSP approach				
Understanding both aims and natures of the national plans provided by central government	✓		✓	✓
Designing the aims and the roles of LSPs	✓		✓	✓
Identifying difference in interests and power of the LSP partners who are the representatives of different policy areas at different administrative levels		✓		✓
Setting up the role of the LSP members in the strategy making process, especially the voluntary and community sector organisations		✓		✓
Resolving the negative relationships within local community and between local community and the local government		✓		✓
Two-way communication				
Effect				
Capacity development of the LSP members		✓	✓	✓
Difficulties				
Securing sufficient capacity of the council officers, as well as the LSP members, for the management of the strategy making process and public participation programmes under the limited time and resources		✓		✓
Establishing and revising institutional settings including the organisational arrangements, procedure of the strategy making and the communication methods among local stakeholders		✓		✓
Securing fairness and justice in the strategy making process and finding out what kind of potential disagreements can arise and where they can arise and deciding if they are worth discussing, given the difference in power		✓		✓
Reflecting needs and reaching consensus				
Effect				
The LSP members can accept the final decisions of strategies or other activities		✓		✓
Difficulties				
Commitment to reaching consensus under the constraints of alternatives and priorities of the strategies of the LSP partners		✓		✓
Securing a sufficient level of outputs under the limited time and resources		✓		✓
A lack of willingness of some LSP members to neighbourhood renewal		✓		✓

4.3 Why were Wandsworth, Hackney, Camden, and Lambeth LSPs chosen for study in inner London?

This section discusses the reasons which made these four London boroughs suitable for the study.



Figure 4.1 Case study area of LSPs (Source: adopted by the GLA website)

Location and convenience of travel

Firstly, as mentioned above, the meetings of the LSP need to be observed. Because more than one LSPs would sometimes hold board meetings on the same day, case study areas needed to be close to each other if more than one was to be observed. For this practical reason, LSPs in inner London areas were chosen.

LSPs that were already established at the start of the study

Secondly, fourteen NRF-LSPs seemed to be established by the local council in 2001, as shown in Figure 4. 1. But enquiries at local councils in showed that some NRF-LSPs did not have a plan to

hold the board meeting within the next 6 months. This study selected councils which were regularly operating board meetings at that time.

Organisational structure of LSP

Thirdly, this study explores how the LSP members communicate and negotiate with the members of LSPs and reflect local people into the strategies. Therefore, case study areas were chosen based on the structure of LSP.

Most NRF-LSP memberships seem either around 15 or 25. Two of each type are selected, as case study areas, in order to compare with within the same type and between two different types.

Figure 4.2 shows the organizational structures of LSPs. Shaded part is the board which the GOL officers observe the meetings in each LSP. The boards of both Wandsworth Local Strategic Partnership (WLSP) and Lambeth First (LF), which is the name of the Lambeth Local Strategic Partnership, consist of 25; on the other hand, the board of both Camden Local Strategic Partnership (CLSP) and Hackney Strategic Partnership (HSP), which is the name of the Hackney Local Strategic Partnership, consist of 15. Furthermore, both the WLSP and the CLSP have a similar single organizational structure, and discuss and decide on almost everything in the board meetings; both the HSP and the LF have a several sub-partnerships in the LSP structure, and they discuss their issues in each of sub group individually and internally.

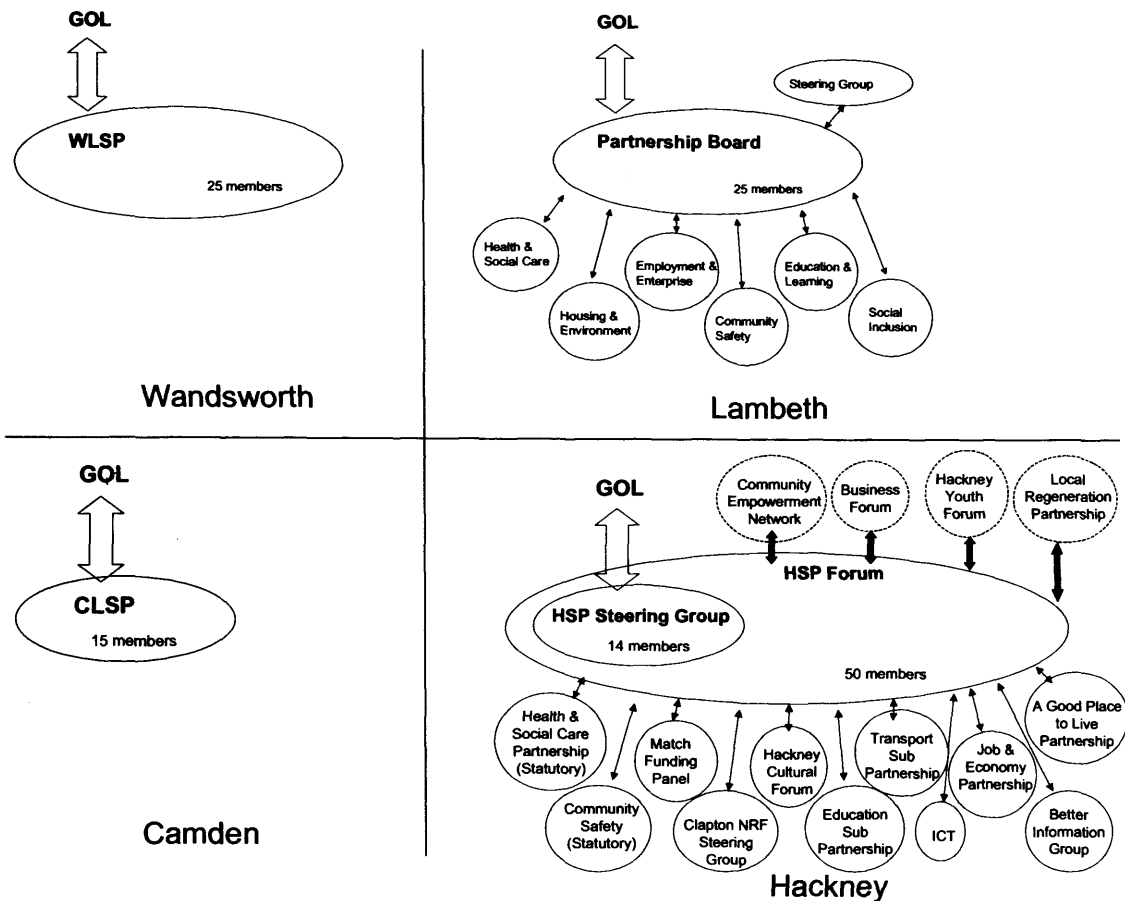


Figure 4.2 Organisational structure of LSPs (Source: Author)

There are other features of the chosen LSPs which are important. One of the features of the WLSP is that the Wandsworth council, despite the Conservative party having political control, took a strong lead of the WLSP. The WLSP selects 6 representatives of town centres in local areas as private sector organisations, apart from the representatives of the voluntary and community sector organisations. This choice of partners is unique in London as regards involvement. The HSP has the HSP steering group and the HSP forum which consists of 50 members who are from the thematic partnerships. The HSP steering group firstly discusses the issues and makes some proposals. Then the steering group brings such proposals to the HSP forum to make decisions as the HSP. The CLSP was established so that Camden council could try to perform better as a council. Camden council

respected the roles of pre-existing partnerships more than did the CLSP. Consequently, the CLSP did not need to discuss prioritised strategies which other partnerships had already covered. With regard to the LF, the Lambeth council is less involved by the LF than other LSPs, because the Labour lost control of local election of 2000. In the LF board, the members from voluntary and community sectors outnumber those from the statutory sector. The LF members discussed every procedure of every issue at the board meeting.

Circumstance of local areas

The fourth condition is the circumstances of local areas. The reasons why this study considers these are discussed below. As written earlier, government guidance states (2000) that:

A LSP is a single body that ...

operates at a level which enables strategic actions to be taken and is closed enough to individual neighbourhoods to allow actions to be determined at community level

LSP Core Tasks (DETR, 2001) are:

To prepare a community strategy for the area, identify and deliver the most important things which need to be done, keep track of progress, and keep up-to-date.

To bring together local plans, partnerships and initiatives to provide a forum through which mainstream service providers ... work effectively together to meet local needs and priorities.

(Author underlined for the use in this study)

These policy definitions indicate that, one of the important tasks of the LSP is to understand both local needs and priorities and to take strategic action relevant to neighbourhoods. It is significant for the LSP in establishing methods for understanding local needs or for communicating local people. Furthermore, by considering circumstances of local areas, such as interests and priorities of local

people, the council officers should consider and establish the initial LSP before holding the first meetings, considering in particular who should be involved as members of the LSP. If fragmented communities, in terms of, for instance, ethnicity and religion, exist in the deprived neighbourhood, local needs would be diverse. In addition, conflicts are likely to be generated, whatever decisions are made, if the LSP fails to establish communication with these groups as a procedure for the decision-making. For this reason, although several LSPs may have similar institutional designs, such as the number of the LSP members and frequency of the meeting, outputs would be different, based on the circumstances of the local areas.

Because the difference in character of local areas affects the institutional design of the LSP, this study has looked at census data to consider local circumstances as a criterion for selecting the case study area. Although this study considered conducting the analysis of local areas by using the concepts of social capital and human capital, it was too early to use them for various reasons, such as the difficulty of data collection. Census 2001 is currently the most appropriate data for comparing circumstances of local areas.

This study chose different types of local circumstances. Table 4.2 shows local circumstances of Census 2001. Firstly, Wandsworth's population has decreased in the last decade, while Hackney has had a rapid population growth. In Wandsworth, only 22% of their population were of non-white ethnicity, and only 27% were born outside UK. On the other hand, in Hackney, 41% of their population were of non-white ethnicity, 34% of them being born outside UK. Moreover, 62 % of Wandsworth residents were Christian, and 5% of them were Muslim; whereas, 47 % of Hackney residents were Christian, and 14 % of them were Muslim. Thus, it could be said that the local community in Hackney was more fragmented than in Wandsworth in respect of the ethnicity, religion and migration. The local needs and priorities in Hackney were more diverse and complex than those in Wandsworth; The HSP would have more difficulty in understanding the local needs and

priorities than the WLSP.

In respect of health, in Wandsworth, the proportions of residents with a limiting long term illness, and residents who say that their general health were not good, are the lowest found in the 4 boroughs. In contrast, in Hackney, these proportions were the highest among the 4. In education and work, the percentage of people of working age in Wandsworth having qualifications at degree level or higher was the highest among the 4 boroughs; in contrast, that of Hackney was the lowest among the 4. Equally, employed residents in Wandsworth were 66.8% which was the highest among 4 boroughs; employed residents in Hackney were 51% which was the lowest among them. Thus, Hackney residents required more support for living from the local council in the way of public services than Wandsworth residents. Hackney residents might unfavourably evaluate the performance of Hackney council, compared with Wandsworth. The HSP would need to be more careful in fairness or justice of the decision making process as well as output than the WLSP.

Secondly, Camden and Lambeth had similar status of areas in ethnicity, region, health, housing and crime. Also, most figures in both boroughs were between those in Wandsworth and in Hackney, except those for education and qualification. Income, the average scores of GCSE, and A-level in Camden were much higher than in Lambeth, according to the BVPIs in 2000/01. In Camden, one person households were 46.1% and people born outside UK were 36.8%; in Lambeth, one person households were 37.9 and people were born outside UK are 31.3. In this respect, Camden was more fragmented than Lambeth. Furthermore, Camden exhibited significant polarization among local areas in education and employment; on the other hand, Lambeth residents were generally equal, but not as wealthy and not as well-educated. Both Camden and Hackney had a certain level of fragmentation in ethnicity and religion, but not as much as Hackney.

Table 4.2 Comparison of 4 London boroughs¹¹⁰

	Wandsworth	Hackney	Camden	Lambeth	London	England
Population						
Resident Population	260380	202824	198020	266169	7172091	49138831
Size (Hectares)	3426	1906	2180	2682	157283	12931271
Population Density (Persons per Hectare)	75.99	106.39	90.85	99.23	45.6	3.8
People Aged 75 and Over (%)	5.09	4.2	5.04	4.18	5.91	7.54
Population Change 1991-2001 (%)	-0.6	9.7	9.6	4.4	5.0	2.6
People, Places and Families						
Households without Car or Van (%)	40.7	56.0	55.6	50.9	37.5	26.8
One Person Households (%)	36.6	40.5	46.1	37.9	34.7	30.1
Lone Parent Households (%)	9.2	13.7	9.7	13.8	11.1	9.4
Ethnicity and Religion						
Non-white Ethnic Group (%)	22.1	40.6	26.8	37.6	28.8	9.1
People born outside UK (%)	26.9	34.4	36.8	31.3	21.8	9.2
Religion (Top 3 largest groups)(%)	Christian 61.8% Muslim 5.2% Hindu 2.3%	Christian 46.6% Muslim 13.8% Jewish 5.3%	Christian 47.1% Muslim 11.6% Jewish 5.6%	Christian 58.8% Muslim 5.4% Hindu 1.3%	Christian 58.2% Muslim 8.5% Hindu 4.1%	Christian 71.8% Muslim 3.1% Sikh 0.7%
Health						
People with a Limiting Long-Term Illness (%)	13.4	18.1	15.8	14.4	15.5	17.9
People with General Health 'not good' (%)	7.2	10.7	9.1	8.2	8.3	9.0
People who Provide Unpaid Care (%)	6.6	7.6	7.8	7.0	8.5	9.9
Work						
People Aged 16-74 employed (%)	66.8	51.4	56.7	61.7	60.2	60.9
People 16-74 Unemployed (%)	3.8	6.9	4.9	6.1	4.4	3.4
People 16-74 Travel-to-Work by Public Transport (%)	56.2	50.7	50.5	58.6	42.1	14.5
People 16-74 Travel-to-Work by Car (%)	21.6	21.7	16.1	20.1	36	61
Education						
People 16-74 with Qualifications at degree level or higher (%)	47.3	32.9	47	40.9	31	19.9
People 16-74 with No Qualifications	16.3	29	17.4	20.1	23.7	28.9
Housing						
Average Household Size	2.21	2.34	2.06	2.22	2.35	2.36
Owner Occupied (%)	52.1	32.1	34.9	37.2	56.5	68.7
Without Central Heating (%) (all Households)	8.1	9.6	8.1	10.3	7.8	8.5
Without Own Bath/Shower & Toilet (%) (all Households)	1.4	1.8	2.6	1.6	1.1	0.5
Overcrowding Indicator (%)	16.4	27.6	29.8	22	17.3	7.1
Crime						
Violence against the person (rate/1000 people)	18.1	31.8	27.2	29	21.3	11.3
Sexual Offences (rate/1000 people)	1.1	1.9	1.6	2.1	1.2	0.7
Robbery (rate/1000 people)	5.3	11.4	9.7	17.2	5.6	1.9
Burglary from Dwelling (rate/1000 people)	10.1	15.7	15	17.4	9.6	7.9
Theft of a Motor Vehicle (rate/1000 people)	7.3	15	10.4	10.5	8.6	6.4
Theft from a Motor Vehicle (rate/1000 people)	15.5	25.7	29.8	17.6	14.5	12.1

It is clear that case study areas have 4 different sets of features. This study assumes that these differences affect both the communication methods between the LSP and local people and evaluation of local people on the decision making process and output of the LSP, especially of the local government.

To sum up, with regard to the relation to the organisational structure of LSPs, based on the items of the census data, although it cannot be simple comparisons of what difference there are between activities of LSPs, this study has viewpoints for analysing the LSPs in terms of the

¹¹⁰ "Census 2001" and "Notifiable offences recorded by the police (1998)" The overcrowded indicator provides a measure of under-occupancy and overcrowding. For example, a value of -1 implies there is one room too few and that there is overcrowding in the household. The occupancy rating assumes that every household, including one person households, requires a minimum of two common rooms (excluding bathrooms).

followings:

Although Wandsworth is less fragmented than Camden as well as Hackney, the WLSP includes more partners in than the CLSP and the HSP.

Although Wandsworth is less fragmented than Lambeth, both the WLSP and the LF have the same number of the LSP memberships.

Although Camden is less fragmented than Hackney, both the CLSP and HSP have the same number of the LSP memberships.

Although Lambeth is less fragmented than Hackney, the LF includes more partners than the HSP steering group. What differences are there between them?

It is important to establish appropriate communication methods with local people based on local circumstances. This study assumes that capacity of LSP members affects the extent to which the public participation programmes are effective, given the existence of various fragmentations in areas, such as, ethnic, religions, and income. The institutional design by the LSP members, especially local council officers, must deal with various local needs in the discussions.

4. 4 Research methodology

My methodology of case study can be divided into 6 Stages.

Stage 1: Choosing case study areas

As mentioned above, this study will investigate 4 LSPs; namely, WLSP, HSP, CLSP and LF. The study considers the accessibility in participating the board meetings, the LSP memberships and local circumstances based on the census 2001 for selecting 4 LSPs in

London. (Chapter 4)

Stage 2: Reviewing the secondary sources

In order to understand current institutional settings established by both the central and local governments as a vehicle of neighbourhood renewals which are a precondition for bringing outputs, this study reviews relevant documents, such as the government guidance¹¹¹ (Chapter 3), the report on the initial evaluation of LSPs¹¹²(Chapter 3), community strategy in each case study area, the purposes of LSPs, history, term of reference, current activities published on web sites, the progress report of each LSP, and agenda items and minutes of the board meetings of each LSP. The reviews of these secondary sources about individual LSPs will be discussed in the following chapters.

Stage 3: Attending at LSP board meetings

The board meetings of 4 LSPs are investigated in order to find out how they make decisions for improving deprived neighbourhoods. The conversations of the stakeholders of each meeting in LSPs are recorded to examine the emergence of conflicts and argument patterns in meetings. These would reflect power relationships between local stakeholders. This would be helpful in discussing the nature of discussion areas. The data through observations will be material for choosing interviewees for one-to-one meetings. Table 4.3 shows the time schedule of LSPs.

¹¹¹ Principal documents are as follows. DETR (2001) Local Strategic Partnerships Government Guidance, SEU (2001) A New Commitment to Neighbourhood Renewal: National Strategic Action Plan, and ODPM (2003) Freedoms and Flexibilities for Local Governance.

¹¹² For example, ODPM (2003) Evaluation of Local Strategic Partnerships, and Association of London Government (2003) Local Strategic Partnerships and Neighbourhood Renewal in London.

Table 4.3 Time schedules of LSPs

	2001 Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	2002 Jan	Feb	Mar
WLSP						25		29		24		14
HSP												
CLSP												18
LF		30 NRS	17 NRS			26						18
	2002 Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	2003 Jan	Feb	Mar
WLSP			27			12		21		23		20
HSP		23 S	20 F	18 S	29 F	19 F	24 S	21 S	12 F	23 S	27 S	18 F
CLSP						NRS	NRS	11			10	
LF			13			26		12		14		18
	2003 Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	2004 Jan	Feb	Mar
WLSP		27				4		25		19		16
HSP		8 S	18 F	17 S	21 S	24 F	23 S	25 S	11 F	22 S	12 F	18 S
CLSP	28		23		18		13		8			29
LF				15		13						

Where: S: Hackney steering group meeting (Source: Author)
 F: Hackney forum
 NRS: Neighbourhood renewal strategy

Stage 4: Questionnaire survey

The purpose of the questionnaire survey is to understand general assessments by LSP participants of the LSP approach, regarding both institutional settings and their LSP activities. The questionnaire survey is conducted after completing a one-year period of observation. The questionnaire contains 8 sections; namely, Face, Partnership design and structure, Discussion and decision-making process, Delivery of the partnership approach, Voluntary/community groups, Evaluation of decision making process, Evaluation of the interviewee's capacity building: working together with LSP members, and Evaluation of capacity building of local residents. In late December 2003, the questionnaire was sent by post to all participants of the LSP meetings: namely, the board of WLSP, the steering group of HSP, the board meeting of CLSP, and the board meeting of LF. To ensure a good response,

up to two reminders were sent to the LSP officers, if there was no reply after three weeks.

Table 4.4 shows number of samples which this study examined.

Table 4.4 Respondents of the questionnaire survey by LSPs

	samples	LSP members	response rate
WLSP	20	25	80.0%
HSP	13	14	92.9%
CLSP	10	15	66.7%
LF	14	27	51.9%
Sum	57	81	70.4%

(Source: Author)

Almost all respondents completely filled out the questionnaire to be analysed. Of the total 57 responses, 4 samples had no answer in a few questions. Samples were analysed by simple tabulation. Results are shown in following Chapters.

Stage 5: One-to-one meeting

The one-to-one meeting was conducted for identifying difficulties and complexities in the strategy-making process in detail, based on the experiences of the LSP members. The study comprises 25 semi-structured interviews with key participants of 4 LSPs, namely, local councillors, local council officers, representatives of the statutory sectors, and representatives of the voluntary and community sectors. Table 4.5 shows the breakdown in each sector. "Council" includes both local councillors and local council officers. Although the LSP involves representatives of the private sectors, they rarely attend the board meetings. Consequently, this study was not able to involve these people. The interviews were conducted between January 2004 and February 2004; each interview lasting between one and one and a half hours. The transcripts¹¹³ in the following chapters are based on the result of this interview survey.

¹¹³ Some of the interviewers whose words appear in this thesis spoke English as another language. All transcription details reflect this fact.

Table 4.5 Interviewees by sector

	Council	Statutory	Private	Voluntary & Community	Sum
WLSP	2	2	0	2	6
HSP	3	1	0	2	6
CLSP	2	2	0	2	6
LF	1	3	0	3	7
Sum	8	8	0	9	25

(Source: Author)

Stage 6: Verification of hypotheses of this study based on the comparisons of LSPs

Based on results of these surveys, the activities of the four inner London LSPs are compared, in order to discuss the extent to which LSPs achieve involvement and success in shaping the strategies of partners. The limitations of this study and recommendation of LSP approach are also discussed.

4.5 Conclusion

This chapter has explained the methodology of this study, especially with regard to the case study. Section 4.2 identified information for discussing hypotheses of this study. Such information is collected by the examinations of case study by using various survey methods, such as reviewing the documents of individual LSP, one year observation of the board meeting, questionnaire survey and interview survey. Because this study applies to four LSPs in London as case study, Section 4.3 discussed reasons why such LSPs were selected in terms of the location of the area, the organisational structure of the LSP, and circumstances of local areas. Section 4.4 showed the steps of survey methods which were applied in this study. Taking this approach is appropriate for verifying the hypotheses of this study, which concern the extent to which LSPs achieve involvement and success in shaping the strategies of the partners.

Conducting case study in this way is useful, because it will expose the practical operation of the LSP approach for neighbourhood renewals and practical issues and neighbourhood renewals. Furthermore, unless there is a formal mechanism to share or understand other the experience of other LSP members which may not appear in the minutes of the meetings, LSP members' experience would not be able to pass on their experience of the decision-making process to someone else, such as the nature of their conflicts, how they attempted to resolve the conflicts, and why they were or were not able to resolve them. Such information is very useful for local council officers or new members of the LSP when organising and joining discussions in the board meeting. The procedures for resolving these kinds of issues are not included in the formal guidelines which are provided by central and local governments. In terms of the capacity development of local council officers, it is also useful to tangibly report their experience which is relevant to the improvement of deprived areas.

**Chapter 5 Wandsworth Local Strategic Partnership
(WLSP)**

5.1 Introduction

This chapter will explore how the WLSP work based on the results of the WLSP questionnaire survey, the one-year observation, and the interview survey. Section 5.2 refers to preconditions of conducting the WLSP activities; namely, analysis of the institutional setting established by the ODPM and the institutional design produced by Wandsworth council. Section 5.3 analyses the discussions of the decision making process as two-way communication between the WLSP members, and Section 5.4 explores the decision making within the WLSP. Section 5.5 discusses the benefit to local residents.

5.2 Preconditions of the WLSP approach

This section analyses the institutional setting setup by the ODPM and the Wandsworth council in order to evaluate the WLSP approach.

- **Analysis of institutional setting established by ODPM**

As explained in Chapter 3, central government provided guidance only on how to renew neighbourhoods and how to conduct public participation programmes that which took the partnership approach. Because such institutional settings provided by the ODPM are the same for all LSPs, the general description of such institutions is omitted here.

The results of the interview survey indicate that the members of the WLSP recognised the advantages of the LSP approach that was were established from the ODPM; such as the opportunities of being involved in the decision-making process, of working together with key local stakeholders, and of having available financial support for the process for the LSP approach. LSP members commented as follows.

WC1¹¹⁴: You do have a large number of key influential players coming together to discuss common points of principle. Having those people gives the potential for identifying issues where there can be better coordination or joint financing. There is also an opportunity for raising awareness of each others' services and qualities. People have a better general understanding of how things work in the borough.

WV1: I think the main outcome of the LSP is really the whole process. It is the first time that local council, police, PCT and other statutory groups have to listen to other players.

WS1: We are actually achieving things. Money is being allocated. They are reasonably good. We somehow spend in a very effective way.

On the other hand, WLSP members pointed out that there were difficulties of the LSP. According to the WLSP members, because the LSP is a non-statutory partnership, it seems difficult to determine the role of the LSP based on the consideration of both aims of and power relationship between pre-existing statutory partnerships. For example, the crime and disorder reduction partnership and the health and the social care partnership which are supported by law set up their own strategies to tackle their particular issues. Because the activities of the WLSP are interrelated and overlay such activities of the local council and statutory agencies, the WLSP members had difficulty in arriving at a satisfactory way of working. The followings are some comments of the WLSP members.

¹¹⁴ In this chapter, Abbreviations show the sector which the interviewee belongs and the number identifies different participants; W: WLSP participants, C: local councillors and local council officers, S: Statutory sector representatives, P: Private sector organization, and V: Voluntary and community sector representatives.

WC1: We haven't really identified what the LSP is for? What value they can add? Which decisions and issues we need to look at? Therefore lack of clear roles for individual members they are not really sure why they are here. ... and is it really the most effective way to do this? I am not entirely sure. In theory, sounds brilliant. But a reality is that LSP is overlaid on a lot of existing structures. ... It is ironic they have to be strategic but they also have to take actions. They are actually at the end of the spectra.

WC2: LSP is expensive, a waste of time and effort, and a dissolution of the local council. ... I don't actually believe it will bring any difference at all. ... The problem of the (central) government was they didn't set up the bureaucracy. ... I don't think it is effective at all, and I don't think it can make a tangible difference, totally sceptical.

WC1: I guess you remember that one of the most difficult discussions was about housing policy in the community strategy. This reflects one of the difficulties the LSP has. The Council set out the approved housing strategy and government office for London agreed with it. Therefore the council have to implement that housing policy. And CEN said they didn't like it. So when we consulted on the community strategy, we have to say no. Everybody has to agree with this. But the bottom line is that the council is not going to change the council's housing policy whatever CEN says. So there is no give and take. Also there is no flexibility of the political will to give and take.

WC1: Also, the school and college closures which voluntary and community groups were raising as an issue...All perspectives like financial, economic and educational aspects were discussed outside of the LSP. And the decision was already taken outside of the LSP.

Also, the WLSP members were doubtful as to whether the LSP could bring tangible outputs. They pointed out their concern with the funding programme that has a limited period of validity.

WV2: There is no mechanism to carry on, and the council is not willing to put money in unless they can get money from outside. The cynics think that there are a lot of new projects but they don't necessarily continue them. ...Do we have the mechanisms to continue the projects which are funded by the NRF?

WV1: The concept and idea of the LSP is very good in theory. ... I think it is very ambitious to expect major change in one term of the government. It is a shame that we start the process now, and then in 2006 it stops.

The interview survey of this study identified features of the new commitment to neighbourhood renewal. Some benefits of the LSP approach include such as receiving NRF and having an opportunity to work together at local level. On the other hand, some difficulties of the LSP approach include. These include, a) in relation to other statutory partnerships, LSP members, especially councillors and local council officers, cannot clearly decide what the LSP is for, what value LSP can add, and which decisions and issues they need to look at; b) because of the lack of bureaucracy, local council officers have to spend extra time and effort on the LSP; and c) LSP members are worried about the time limit of NRF, because of the possibility that LSP may disappear prematurely without seeing real output from the LSP.

● Review of institutional design of WLSP setup by the council¹¹⁵

The institutional design of the WLSP, which was set up by the local council according to the LSP guidelines provided by the central government, is reviewed. The WLSP basically does its business through a single body structure, and it will establish time-limited task groups when it needs to deal with specific issues. GOL approved the institutional design, and it continuously monitored the board meetings of the WLSP. The membership of the WLSP is 25 persons; consisting of statutory sector: 11, private sector: 6, and voluntary and community sector: 8. LSP members elect the chair of the WLSP. At the time of writing, the chair of the WLSP is the leader of the council, and belongs to the conservative party. The board meetings of the WLSP are held quarterly. Through my one-year observation of the meetings, the WLSP had a good representation in every meeting. The WLSP has a rule of attendance at its meetings by which three consecutive absences without the presence of a substitute would lead to the removal of the seat. The decision-making in the WLSP is conducted by voting by WLSP members. In terms of accountability and openness to local people, based on my observation, the WLSP would be one of the best examples. For instance, Wandsworth borough council provides the WLSP website from which local people can download all information they need, such as the terms of reference, current members, time and venue of meetings, and agenda and minutes of meetings. The WLSP also publishes articles about the WLSP in their civic magazine. All meetings of LSPs are open to the public and press, and normally start at 7:00 pm. Of the four LSPs observed, the WLSP was the easiest LSP for local people to access information about, to participate in, and to observe. (See Table 5.1)

¹¹⁵ This section is based on the information on “terms of reference” of WLSP, available from the Wandsworth council website.

Table 5.1 Institutional design of WLSP (Source: adopted by the WLSP documents)

Wandsworth	
established and accreditation by GOL	February 2002
preparation stated from	September 2001
Chair	The chair shall be appointed by the LSP members
Current chair	Leader of council [Conservative party]
Period of LSP members	Members remain memberships for a minimum of 2 years
Membership	[Attendance] Three consecutive absence without the presence of substitute would lead to the removal of the seat. [New membership] Three existing members of partnership's nomination; then, a vote by all LSP members.
Decision making	voting of LSP members
Accountability and openness	1) Website (agenda and minutes of meetings etc), 2) Council civic magazine (encouraging participation), and 3) All LSP meetings are open to the public and press
Frequency of Meeting	every 3 months (Quarterly)
No. of LSP members	not exceed about 25, in order to keep the effectiveness of LSP activities
LSP Members	25 Statutory: 11 Business: 6 Voluntary and community: 8 Balham Town Centre Partnership Borough Residents' Forum Clapham Junction Town Centre Partnership Community Legal Service Partnership Jobcentre Plus Learning and Skills Council Metropolitan Police Putney Town Centre Partnership Roehampton Partnership South Thames College Tooting Town Centre Partnership Wandsworth Borough Council (5: 4 major party [conservative] and 1 minor party [labour] member) Wandsworth Challenge Partnership Wandsworth Chamber of Commerce Wandsworth Community Empowerment Fund Network (4) Wandsworth Community Care Alliance Wandsworth Environment Forum Wandsworth Primary Care Trust (2)
(Sub) Working Groups	None
Other	WLSP will attempt to deal with its business through single body structure. WLSP will establish time limited Task groups where appropriate to work on specific issues.

● Evaluation of the institutional design of WLSP

This section evaluates the institutional design produced by the local council in order to identify the preconditions of producing satisfactory output of the LSP approach. The following is the results of the questionnaire survey about the institutional setting of the WLSP.

As shown in Figure 5.1, 55% of respondents agree that the structure of the LSP is appropriate.

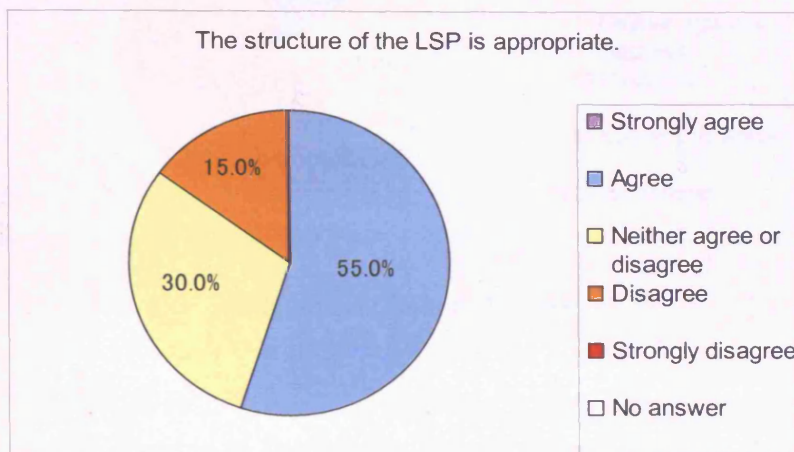


Figure 5.1 (Source: Author)

Also, as shown in Figure 5.2, all respondents strongly agree or agree that the membership of the WLSP consists of a wide range and variety of key organizations from the statutory, private and the voluntary and community sector.

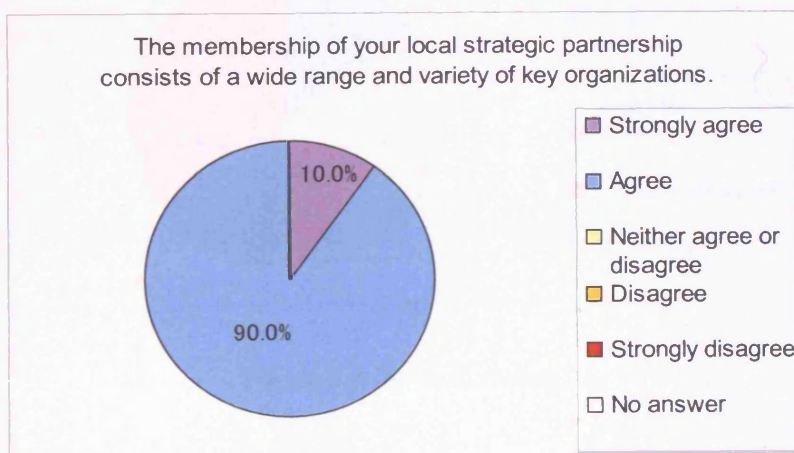


Figure 5.2 (Source: Author)

Figure 5.3 shows that 60% of respondents did not feel that there were any difficulties in engaging the key organizations at the initial set up of the WLSP.

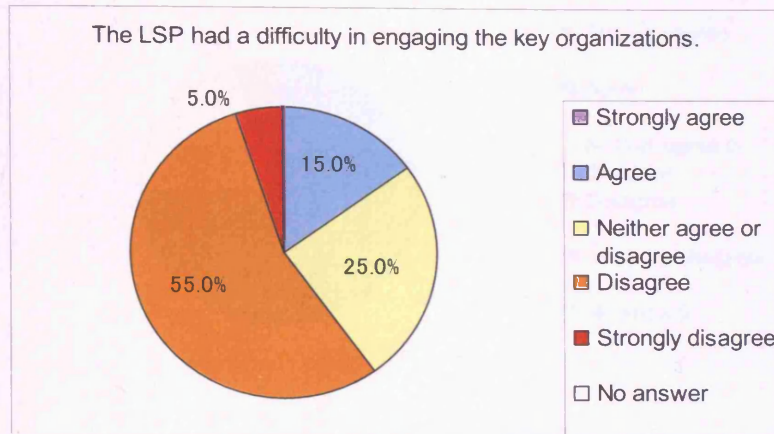


Figure 5.3 (Source: Author)

There was, however, a dilemma in keeping the balance between effective decision-making and inclusive membership for accessing whole community. As can be seen in Figure 5.4, 50% of respondents strongly disagree or disagree that the current LSP is an effective decision-making body.

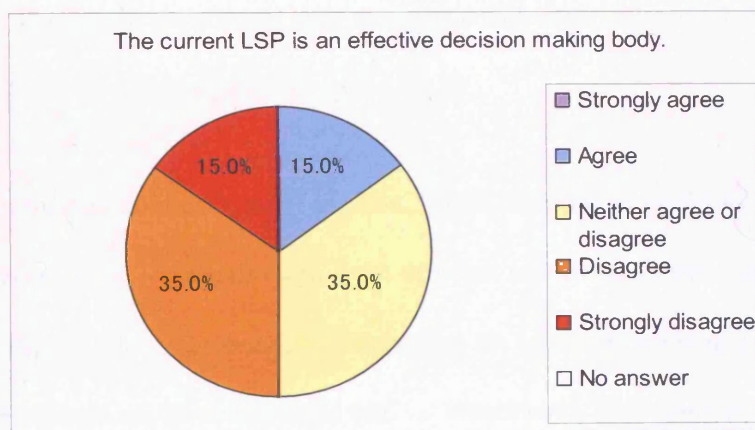


Figure 5.4 (Source: Author)

Most LSP members agreed that the frequency of the meeting is appropriate, as shown in Figure 5.5.

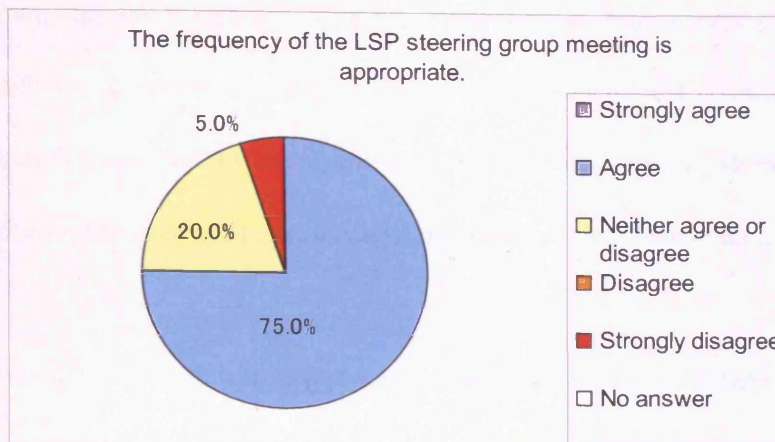


Figure 5.5 (Source: Author)

● Analysis of the institutional setting of WLSP

The findings of the interview survey about the institutional design of the WLSP are as follows. When the central government announced the NRF programme, Wandsworth council took an initiative to set up the initial WLSP for the first board meeting, and identified key organizations from different sectors. The WLSP has a single body structure which deals with almost all business. A local council officer commented on how they set up the WLSP.

WC1: From the Government's point of view, I think they would prefer to see the LSP using very formal links, ... Wandsworth is bit different and we don't want the LSP outside the bureaucracy. ... many pre-existing partnerships are somehow working well and effectively, then why should we have to change that. ... Wandsworth have many partnerships working well already and the NRF is actually not great. And politically, Wandsworth wasn't convinced the local strategic partnership was the best way forward - getting 25 people together and discussing which direction is the best for our borough.

Although central government was willing to establish the LSP outside of the local council, Wandsworth council set the WLSP up very close to the council's bureaucracy. Compared with other LSPs, the WLSP was administratively and strongly supported by local council officers. Although Wandsworth council controlled the management of LSP activities, the WLSP members had a better environment for concentrating on the renewals of the deprived areas than other LSPs.

Wandsworth council has historically kept a distance from the voluntary organizations which have been in conflict with council. The opportunities of the WLSP were awaited by these organizations. Wandsworth council officers and representatives of the voluntary sector organization commented:

WC1: The reason why there is not the voluntary sector council in Wandsworth council is the council took the decision that council's taxpayers' money go to services. So no money goes to the organization who is lobbying against the council. If voluntary groups want to do that, it would be quite hard for them to prepare funds. It was the political decision.

WV1: This is the first time ever voluntary sector is recognized as playing a key role in a local community and being given equal status officially with policy providers and decision makers. And I think that is so important and the council provide voluntary sector some resources to do that. So politically or policy wide, it is a breakthrough for me.

Because central government forced the local council to involve the representatives of voluntary sector organizations, the council involved the representatives of these organizations in the initial LSP. In this aspect, voluntary sector groups were very positive about being engaged in the WLSP, regardless of the institutional setting set by the council. The study identified one of the cases where

government guidance affects the institutional setting of the WLSP.

There was also other criticism:

WV2: I do think that the local authority could take the lead but I think it was done by local authority very chaotically. ... It would have been better for the LSP process if central government had set up more guidelines. Central government set up the guidelines but it was not strong enough. ... It is very important how you set up, how you engage. That structure had to be get agreed by everybody. There were a lot of criticisms that the local authority led the LSP process; especially from voluntary groups. There was not enough voice from voluntary sectors, because the local council led us too much in their own way.

The criticisms of WV2 are directed to procedural and psychological concerns on the council rather than substantive concern for neighbourhood renewals. Those concerns can be brought into the discussions in the decision making process of the WLSP. It is important for the council to recognise that they already generate potential conflicts within the WLSP.

To sum up, based on the findings of this questionnaire survey, it can be said that the single structure of the WLSP was positively assessed by the WLSP members. Because the council integrated the WLSP within the council's bureaucracy, the WLSP obtained administrative support from council officers. If the WLSP had been independent from the council, the WLSP would have faced issues of how to secure administrative support. The council firmly led the WLSP members. WLSP members were able to focus on what they needed to discuss, such as how to improve their area. One of the features of the WLSP is the selection of the WLSP members. According to the results of the interviews, the council did not involve voluntary sector organisations which had been

in conflict with the council in the past. In this respect, the council was able to make decisions and progress smoothly. However, the WLSP involves the representatives of the voluntary and community organizations, which might also be in disagreement with the council. The decision-making of the WLSP would affect these psychological concerns of some members of the WLSP. According to census 2001, Wandsworth is less fragmented in ethnicity and religion than other case study areas. Other LSPs have representatives of black and ethnic minority or faith groups but the WLSP does not have such groups. This study sees that the selections of the WLSP members by the council, which were from the policy areas and local areas, affected discussions of the decision-making and output of the WLSP.

5.3 Two-way communication of the WLSP

This section firstly explores effects of two-way communication, and secondly analyses how discussions between the WLSP members are undertaken in the development of strategies.

5.3.1 Evaluation of the effects of two way communication

This section explores the capacity development of WLSP members by using the result of the questionnaire survey with regard to their evaluation of the effects of the two-way communications.

Firstly, more than 60% of WLSP respondents assessed that their decision-making process was transparent. (See Figure 5.6)

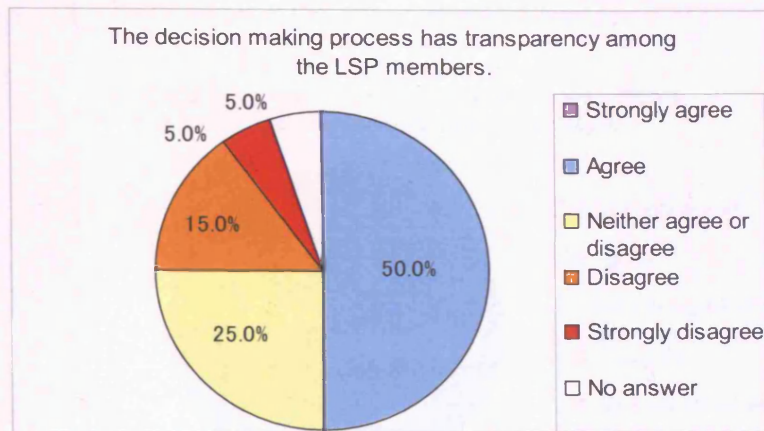


Figure 5.6 (Source: Author)

As shown in Figure 5.7, 55% of the respondents of the WLSP thought that they can access all information that they needed for making decisions.

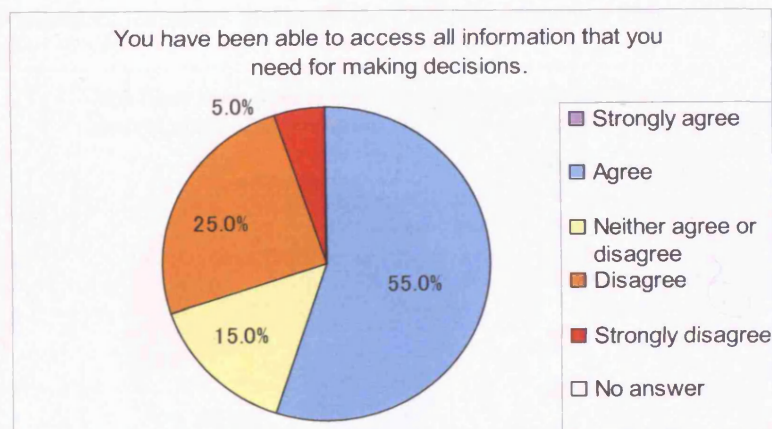


Figure 5.7 (Source: Author)

Figure 5.8 shows 75% of WLSP members strongly agree or agree that they have been able to learn and share different opinions of other LSP members for the decision making. The discussion in the WLSP helped to develop their understanding about other members.

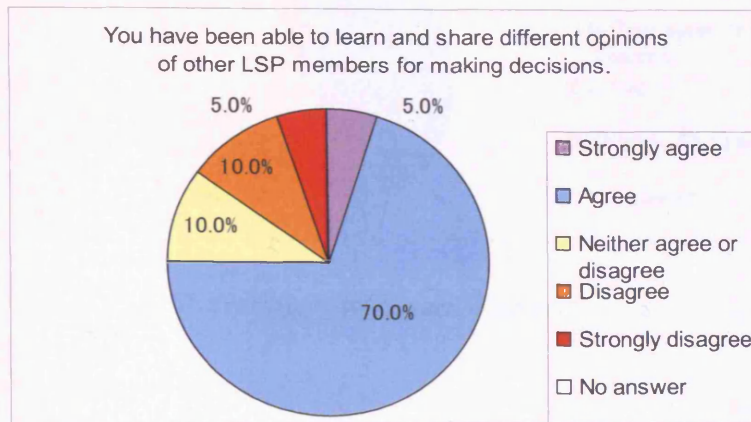


Figure 5.8 (Source: Author)

With regard to relationships of the WLSP members, 45% of the WLSP members felt that they built up the networks among other LSP members (See Figure 5.9); and 40% of them felt that they built up the trust with other members through the LSP activities. (See Figure 5.10)

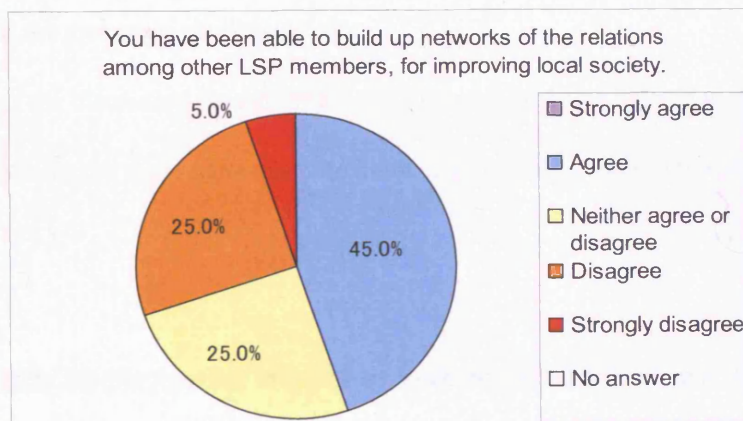


Figure 5.9 (Source: Author)

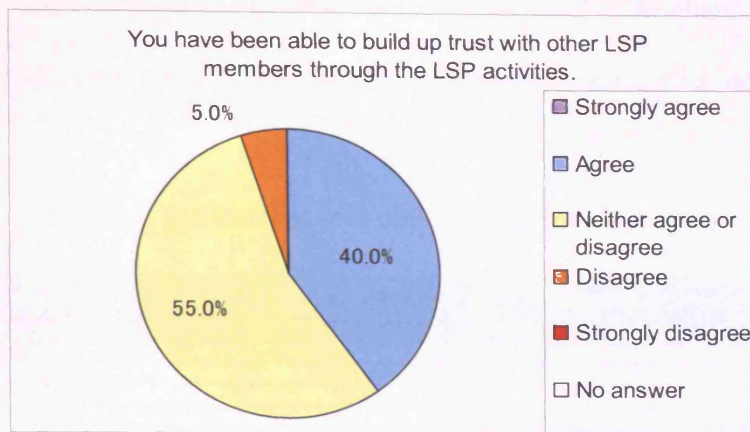


Figure 5.10 (Source: Author)

It can be seen that the WLSP respondents positively evaluated items which relate to their knowledge development, but they were not sure whether they developed their network or trust. This section confirmed that the WLSP members generally believed that their LSP activities had helped to develop their capacity.

5.3.2 Analysis of the two-way communication

As an example of the discussion pattern of the WLSP meeting, Table 5.2 shows the one on 20th Mar 2003. The numbers in the table represents the number and type of contribution from the participants of the meeting.

The agenda of this meeting included a) Roehampton's partnership's recommendations for the NRF, b) the draft Community Strategy and brief information about it provided by council officers and c) approval of spending programme of crime and disorder reduction.

With regard to item a) the WLSP decided to use all NRF since 2002/03 to improve the Roehampton

area, which was one of the most deprived areas in Wandsworth. Therefore, they reported the progress of various Neighbourhood renewal fund schemes, and asked for other members to continue to receive NRF.

Table 5.2 The dialogue in WLSP meeting (Source: Author)

20th Mar 2003	Proposing	Supporting	Disagree	Giving information	Seeking information	Building	Sum
LSP members							
Leader, Borough Council	3	1		12		1	17
Leader of Opposition	1	1	3	1	7	1	14
Wandsworth PCT							0
Wandsworth PCT			1		1	2	4
Metropolitan Police				2			2
Job Centre Plus						1	1
Wandsworth Challenge Partnership				1	1		2
Wandsworth Community Empowerment Fund	2	1	2	7	5	1	18
Wandsworth Community Empowerment Fund			1	1		1	3
Roehampton Partnership				1			1
Balham Town Centre Partnership							0
Wandsworth Environment Forum	2		2	1	2		7
Wandsworth Volunteer Bureau	1	1	1	2	3	2	10
Wandsworth Care Alliance							0
Observer							
Government Office for London							0
UCL							0
Wandsworth Community Empowerment Fund							0
South Thames College				1			1
Wandsworth Council officers							
Head of Policy and Strategy	2			8			10
Policy and Performance Officer, Housing Dept							0
Principal Planner				1			1
Economic Development Officer							0
Director of Housing		1		8			9
Policy Analyst				1			1
Deputy Director of Housing				4			4
Director of Finance							0
Chief Executive and Director of Administration				10			10
Head of Quality and Review Co-ordination	1		1	5			7
Committee Secretary							0
	12	5	11	66	19	9	122

With regard to the draft Community Strategy, item b), local council officers explained for instance, the current housing situation, current national and local priorities and initiatives, and some discussions about housing policy. The LSP members discussed the briefing paper on housing and land use. They paid attention to how the LSP can change its housing policy, considering that the council was statutorily responsible for housing, and they agreed to put opinions from some LSP members into the consultation documents. They also discussed the consultation timetable of community strategy. Some members from the voluntary sectors suggested extending the consultation period, whereas councillors and council officers recommended keeping the deadline which the

government recommended. As a result of the discussion, the consultation period was extended by two months. It can be seen that the council tends to understand the concerns of the WLSP members, and so can explain to what extent WLSP member can improve the mainstream services.

With regard to item c), the LSP has a link with pre-existing statutory partnerships, such as the health and social care partnership and the crime and social disorder reduction partnership. The Chief Superindependent of the Metropolitan Police explained the current situation in crime, the funding streams and suggestions by the Home Office.

The leader of the council, who was the chair of WLSP, tended to provide strong leadership. Although who talked most depended on the agenda, it appeared that most participants tended to talk and listen to each other, although, as seen in Figure 5.11, 70% of respondents strongly agree or agree that one organization tends to dominate the LSP.

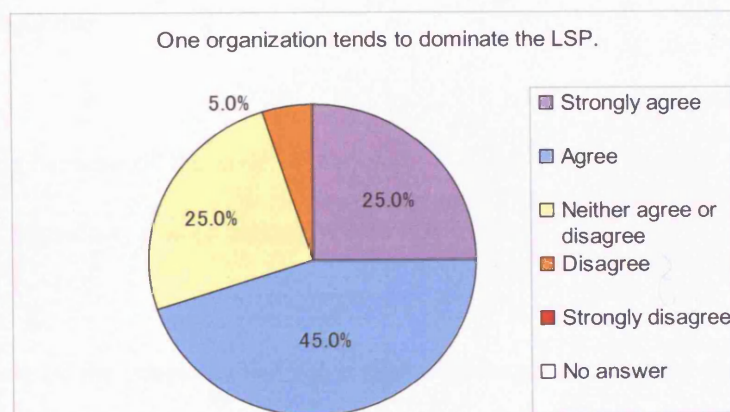


Figure 5.11 (Source: Author)

In my view, although Figure 5.9 shows such results, most members took part in discussions in the board meeting, as seen in Table 5.2. The pattern of dialogue is that the leader of opposition,

CEF and Volunteer Bureau seeks some information; and the leader of council and council officers provide information. Some members sometimes show disagreements on the proposal of the council, when the WLSP members discussed for making decisions. It was observed that the council understood relatively well the opinions of the WLSP members, although it limited the extent to which the WLSP can contribute to their areas. Even so, the WLSP members expressed their opinions without compromises; they understood what they can and cannot contribute under the limitations of the WLSP.

The following are the interviews on the discussion in the decision making process. Some WLSP members point out some difficulties in the discussion in terms of the way of working.

WV1: Once chair goes on, people even cannot say, “hold on I have something to say” or “can we just go back”. That is very council style. I know how council meeting goes on, but we need to consider about that.

WS1: I think it is because of the style of the chair, it doesn't seem to value the contribution people make. Therefore, it stops making people contribution.

WS1: I think one of the problems in LSP is that not everybody is in the same position. So voluntary sector and people coming from business, they don't have the same level of information.

WS2: What happened is they see this bureaucracy, and they just run away, although they do come. Wandsworth is very good on representation. People turn up. They do have things to

say, but they do not take a lead. They do not push the agenda on. They don't put the paper on the meeting agenda, which good partnerships do that. People are not encouraged somehow.

WV2: What happened here is so many papers to read. It is almost impossible to have the meaningful discussion. Voluntary sector feels "Hang on, this is too much to do in this meeting." We would better say either "we have to accept the delay of schedule" or "we should have bit more meeting".

WV1: At the moment LSP papers comes out a week before. That is fine but the council cannot expect us. So voluntary sector cannot get the feedback from other voluntary organizations or local residents within the week. That makes it a bit difficult to play a role in the LSP.

WC1: Personality of LSP members, especially from small organizations, reflects the performance of the LSP. We don't know who is gonna come next, even if we have a nice person now. It is like a lottery.

WS2: As you see the work of community strategy, it is quite difficult getting their idea from the bottom up. They got almost start with something before they got completely blank canvas.

As shown above, the WLSP members pointed out some difficulties in discussions, but the WLSP members are relatively enthusiastic for improving their areas. As one of the WLSP members from voluntary sector mentioned, it is obvious that the discussions in the WLSP brought some benefits at least inside of the WLSP in understanding each other with some expectation of influencing other

statutory partnerships. On the other hand, there are several procedural concerns in discussions in the decision making process; such as the way of chairing, and difficulties in preparing discussions in the WLSP. Such difficulties relates to capacity in communicating and negotiating with other members of the WLSP.

Procedural and psychological concerns in WLSP

This study assumes that procedural and psychological concerns of the WLSP members both inside and outside of the WLSP affect the discussions in the decision making process. The following is a comment from one of the voluntary sector members.

WV2: I think that Wandsworth is a very successful borough in terms of financial management.

Wandsworth is not necessarily the consultation borough. So Wandsworth council does not enjoy the idea of the cross sectional consultations.

In this sense, it can be said that the voluntary sectors have a basic confidence in the work of the local council. The trust extended to the council affects the flows of discussions and decisions for neighbourhood renewals. Furthermore, the WLSP might not need to resolve conflicts or distrusters with the past relationship within the members. The WLSP members commented on the relationships among the WLSP members. Each comment explains the relationship with the following organisations written with bold letters.

Local council

WV2: The matters which LSP covers are already discussed at the council level. So for them LSP is very much a burden in terms of the top-down system which starts with main council councillors and officers initiating policy or asking for reports, and it seems to go to general councillors' meeting, then it gets down to council officers to look how these might be implemented and then they drop it off to LSP. So things are already decided before LSP.

WS2: Although the councillor should be the representative of community but the voluntary and community sector does not feel the councillor is the representative of community.

WV1: The biggest disadvantage of LSP is that local councillors etc who used to hold power to allocate resources to local areas would be feeling that we are losing our power by the process of the LSP.

WV2: I think the council were unnecessarily negative about Community Empowerment Network.

Statutory sector (Police, Health, Education authority, GOL etc)

WC1: Main agencies like police and PCT have massive amount of money that are pretty well committed. The ideas trying to bend mainstream resources are quite difficult to achieve.

WC1: Because some cynical persons for example health and police partnership will say that, apart from the LSP activities, or neighbourhood renewal strategy or fund, we take care of that area anyway. So maybe they are not enthusiastic to be committed by the LSP.

Private sector

WC1: I have got a busy job. Why am I there? Why do I go this meeting? And this is particular issues of representatives from town centre partnerships and business. Business people generally don't like political discussion. They want just what we will do from now and how much we can get from that.

Voluntary and community sector

WC2: I was amazed those unelected representatives trying to change the borough plan. I wasn't able to believe what she said to us.

WC1: Voluntary and community sectors say, "We are the voice of the people", but which people?

WC1: Especially CEN have a pressure for making decisions because they lobbied against the way of decision making of the local council and they don't want to be criticised by their partners this time.

WC1: One of the things I think important is for CEN to be more open to the LSP. We don't know they work properly under the funded programme. It tends to end up being CEN vs local council. Also they tend to have a victim mentality. They need to move forward say we are equal partners instead of reacting constantly. They need to take the initiative and need to be more professional.

WS2: The fact is CEN do not behave very professionally in some cases.

WV2: CEN is actually a group, not one organization. Sometimes, they are very close to some specific groups, like specific BME etc. Then, they had specific people they want to engage. ... I thought it was supposed to be more open to the "community" consultation process.

WV1: Unless we have to deal with that money very very carefully, there will be some antagonisms among voluntary sectors, who gets resources from there, and who doesn't get.

WV1: We haven't even set up the mechanism of dialogue to have views or opinion of the community. ... We cannot do that until we have network established and mechanism of feedback is in place. ... It is very fragile to assume that CEN will be able to add adequately and comprehensively reflects the diverse of the community.

Both procedural and psychological concerns between participants have been investigated. Such concerns caused several difficulties and complexities in power relationship in the discussions. Firstly, not all LSP members were in the same position for the discussion and the decision-making for improving deprived areas. The council and statutory agencies can obtain information through their work, but other members may need preparation for attending the board meeting. Imbalances in information between the WLSP members were observed. Secondly, there is a difference in attitude of being involved by the WLSP. For instance, the council and statutory agencies have their committed jobs; and NRF is just a small top-up of their budgets. Compared with the benefit of the NRF, both local council and statutory sector organisations tend to think that the WLSP imposes too much of a burden to the LSP members. On the other hand, voluntary and community sectors are relatively enthusiastic and are happy with the opportunities to say something formally. Although this

kind of thing can be seen everywhere, it is a problem that some members believe particular members are not enthusiastic when they discuss some issues for improving deprived areas. Thirdly, although the WLSP members positively accepted the leadership of the Wandsworth council for the WLSP, some members have concerns about the procedures of decision making. The procedural concerns are not substantive concerns and may generate psychological concerns. The ground rules of the communication have to be agreed by the WLSP members; and council needs to enforce such rules for preventing the generation of new conflicts. Fourthly, the level of capacity as the WLSP members is also identified as one of the difficulties in the discussion in the WLSP. The council and statutory agencies were anxious as to whether the voluntary and community organizations could work with them as their partners for reasons of inadequate capacity for partnership working and of non-professional behaviour. The voluntary sector organizations were not one organization and the CEN in Wandsworth was underdeveloped. The mechanisms for communication and decision-making among voluntary sector organizations are very different from other LSP members. The CEN had difficulties in unifying and representing opinions of the umbrella organisations, and CEN members might not be ready to play the role which is required by the WLSP. The WLSP members have psychological concerns as to their capacity as a member of the WLSP. This section identified psychological concerns which generate the difficulties and complexities in the discussion of the strategies making process in the WLSP.

5.4 Reflecting needs and reaching consensus within the WLSP

This section examines how the WLSP arrives at their decisions. First is a discussion based on the results of the questionnaire survey dealing with the effects of reflecting public interests and reaching consensus. Secondly, based on the interview survey, the difficulties and complexities in neighbourhood renewals are discussed. Lastly, the difficulties and complexities in the decision making of the LSP are also discussed.

5.4.1 Evaluation of effects of reflecting needs and reaching consensus

Along with effects of reflecting the needs and reaching consensus, results of the questionnaire survey are shown here. The respondents of the WLSP looked back their decision making, and felt that discussions seemed to stop in the middle of the process of the decision-making.

40% of the respondents needed more discussions for making decisions; 30% of them thought they had sufficient discussions of making decisions. (See Figure 5.12)

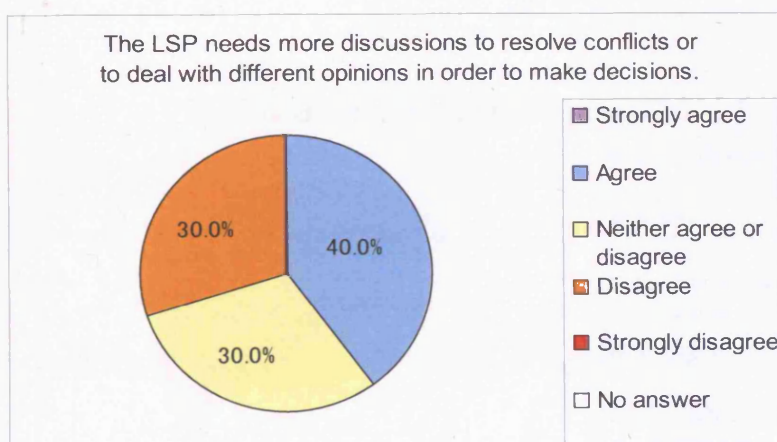


Figure 5.12 (Source: Author)

On the other hand, 30% of the respondents thought that the WLSP members did consider social values or public interests for making decisions; however, 40% of them did not think so. (See Figure 5.13)

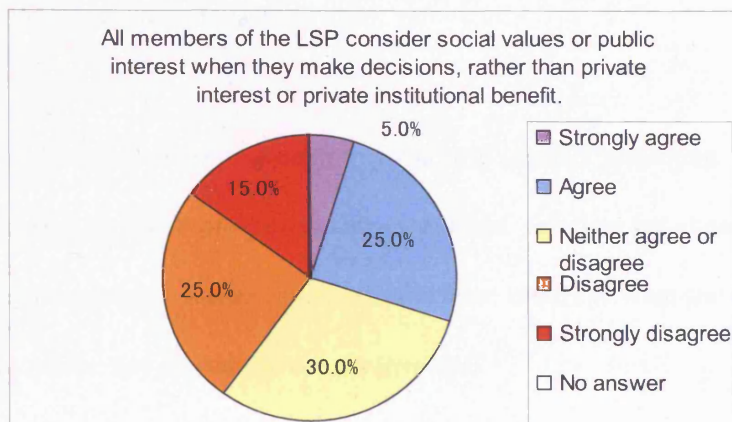


Figure 5.13 (Source: Author)

Furthermore, 35% of the WLSP respondents did not think that the WLSP can arrive at a high quality of consensus, and half of the respondents answer the questionnaire neither agree nor disagree. (See Figure 5.14)

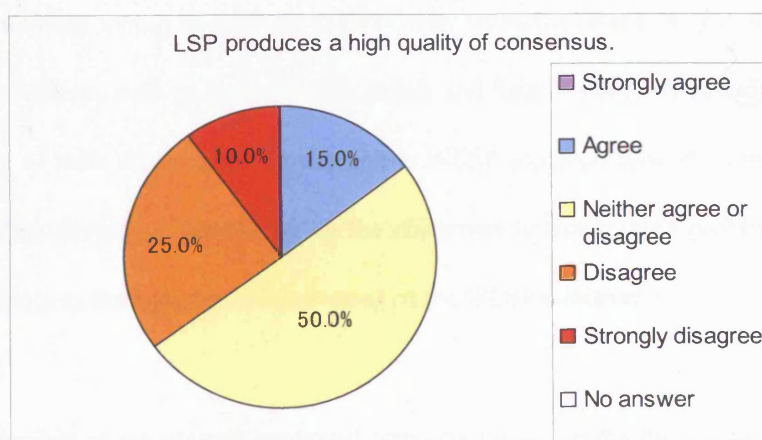


Figure 5.14 (Source: Author)

5.4.2 Analysis of reflecting needs and reaching consensus

In the interview survey, WC1 pointed out that the difficulties and complexities for neighbourhood renewals. The following shows one of the examples of difficulties, which all LSPs might face, in terms of delivery, which LSPs have to tackle.

WC1: There are many cases that we don't know how to improve something. For example, we had a discussion on street safety on the targeted streets. But there are already police already involved and community warden involved. And there is CCTV. What sort of value the LSP can add? ...All the key players are already involved.

WS1: They (local council) are just trying to achieve the government agenda. And most people cannot have a control of government agenda and we can challenge it as much as we like. But we've still got to deliver something for local society, and that is quite difficult to work for it.

These kinds of problems would be difficult to resolve by whatever means. As can be seen from the above, local stakeholders, such as local council, police and local community already work together for improvements of their target areas. In this sense, WLSP members have difficulties in deciding how to identify their problems, how to set up the objectives to tackle those problems, and how to implement their projects through the collaborations of the WLSP members.

The leadership of the council generated some complaints about the way of using the NRF. The council decided that Roehampton would be the deprived area where the WLSP could allocate the money. That deprived area was not the worst neighbourhood, although it was one of the three

most deprived neighbourhoods. The voluntary and community sector were willing to discuss where the NRF should be allocated, and were not happy with the way of working of the council.

WV2: The council told me “We decided to use the NRF to the Roehampton area”, and everybody said “What? We were supposed to have a discussion”. The council said “We are bit late. We have to make the decision tonight. So hands up who doesn’t think it shouldn’t go to Roehampton.” You know that is not a good start. It certainly annoyed people like me, because I think I am coming to the meeting for introduction - let’s see what we can do together. That was not a good way to do it. I understand the time constraints, but if you work in something about in which supposed to be a partner, it is natural to say, at least, “Let’s vote on this.” It doesn’t introduce you to the egalitarian process.

Most importantly, the complaint of WV2 concern the procedure of the decision-making- not the decision itself of the council. Although representatives of the voluntary and community sector organisations seem to agree with the decisions of council, nevertheless they have procedural concerns. This study suggest that such procedural concerns may generate distrust to the Wandsworth council.

On the other hand, because of the decision on the area where the NRF spent by the council, the WLSP members were able to discuss intensively the NRF allocations during the limited amount of time available. When the WLSP board decided the NRF allocation, they broadly discussed the draft of NRF allocation for improving the Roehampton area provided by the council. In this respect, the council restrict the area to discuss the NRF allocation. The WLSP members mutually shared their opinions, re-framed their local issues, revised priorities using the NRF, and agreed their decisions. At

that time, the WLSP members reached consensus through their collaboration. Such collaboration done by most WLSP members was rarely observed in one year observation of 4 LSPs. The WLSP members looked back that meeting:

WS2: I think there is a good example in last LSP. They talked about NRF. They got a lot of application. They had to apply criteria. .. The WLSP went through the list and various people said "I like that one, even though it is not in the top category". ... People asked local council officers to explain why this was in that category. But what I thought it was interesting was there was some give and take in NRF allocation. In the end, they actually funded one of the lowest ranked projects because people strongly thought that project would be successful. I think, by talking around it, not everybody got what they wanted, but at least they got little bit they wanted.

WV1: It was actually last meeting the discussion was quite constructive. People discussed the agenda from a lot of different perspective. That should be what is the LSP about. Everybody brings their expertise into the discussion. Before that, voluntary sector pushing, pushing and pushing, local council resisting, resisting and resisting. And other players were quiet. You know, like them and us. It would take long time to get what LSP should be about, but we are getting there.

WS1: Local council tended to be listening more voluntary and community sector. ... Whatever happens the local community will not get any benefit if I spend fighting the local authority, so I have to put my effort to finding the way working together, however it is difficult.

WV2: In the last meeting, we were looking at the NRF allocation, I have to say it took long time to go through. I spend two and half day to take my decision. But it is very important those people can get the money but also we are discussing the priority which directly relate back to the community strategy. That is why NRF is so important.

WC1: What the LSP need to do is to identify the area of negotiation. So we don't waste time having disagreement on things that aren't going to change. We can focus on the area where negotiation can change.

The following have been observed.

Firstly, the collaboration among WLSP members for securing a certain level of the output under limited time and resources was observed. Because the NRF for the Wandsworth was not enough to improve three deprived areas, they devised the way of using the NRF. The WLSP spend the NRF only one deprived area, Roehampton. Although this decision was basically made by the council, this was one of the good devices for securing a certain level of output of the WLSP.

Secondly, the discussion on the NRF allocation was one of the good examples of discussions in which most WLSP members took a collaborative approach for making decisions, despite the fact that most WLSP members took different approaches of decision-making in other cases. One of the reasons for which most members followed the collaborative approach is that most WLSP members were willing to improve Roehampton area.

Thirdly, the members had experience of serious discussions on time constraints, and

considered whether they should keep the deadlines set by the central government or take time for consultation for housing policies in community strategies. Some WLSP members disagreed with council for the extension of the consultation period as procedure for the decision making; and the council accommodated them in order to maintaining harmony of the WLSP. If the council had not accommodated the dissidents, then serious conflicts would have been generated in the WLSP. The WLSP members generally had meaningful discussions for the decision making for neighbourhood renewals.

5.5 Contribution to the benefit of local residents

There are two points to be discussed in this section: the effect of two-way communication between the WLSP and local community: and the reflection of local needs into the strategies. Firstly, the communications between the WLSP and local people is important for identifying local issues, for setting up objectives, and for improving local areas. If WLSP members do not bring benefits by having good communication with local people, conduction this new type of partnership approach might be questionable. Secondly, the trust of local people placed in the WLSP, or the council, would be developed if local needs are reflected in strategies and various projects. The results of the questionnaire survey and the interview survey will be shown below.

This section shows that in terms of the accessibility and openness to local community, the most accessible LSP for local people of the four LSPs studied was the WLSP. As can be seen in Table5.3, the WLSP provided information about the WLSP in order to secure accessibility and openness. In this respect local people who have interests in the WLSP activities can obtain relevant information.

Table 5.3 Accessibility and openness to local community (Source: Author)

For observing the board meeting	
The meeting date and venues	Yes
The time of meetings	Evening
For obtaining the information of the LSP	
Terms of reference	Yes
Meeting agenda	Yes
Meeting papers	Yes
Minutes	Yes
Accreditation	No
Performance management framework	Yes
For obtaining Community Strategy and NRS	
Community Strategy	Yes
NRS	Yes
Output of the NRF	-

● Two-way communication between the WLSP and local people

The WLSP members were given questions about communications with local people in their activities.

Although half of respondents of the WLSP felt that the WLSP did not provide opportunities for local people to consult the strategies which were developed by the WLSP, more than half of them think that their meetings are open to local people. (See Figure 5.15 & 5.16)

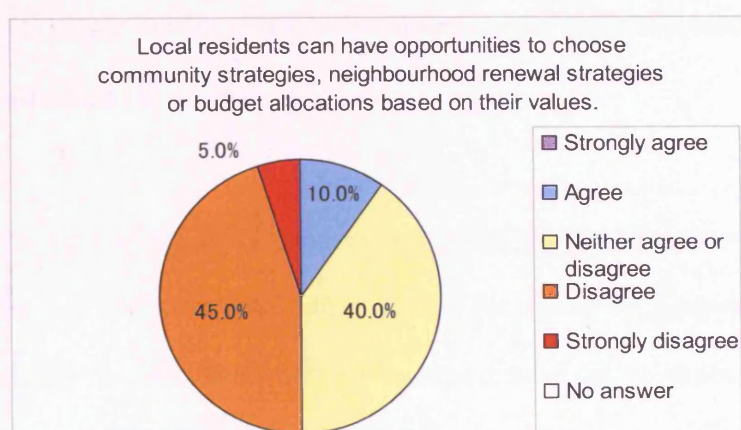


Figure 5.15 (Source: Author)

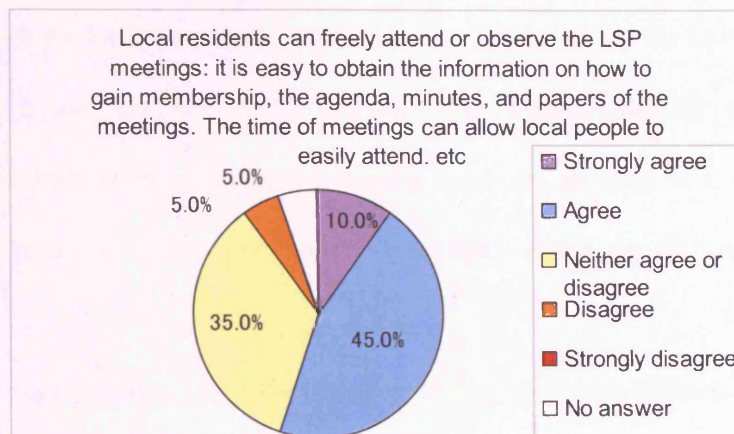


Figure 5.16(Source: Author)

According to results of the interview survey, the WLSP members wondered whether they had vigorous and sufficient communication with their community.

WV1: My argument is, what is the point having that unless you have to get the feedback or impact from local community themselves?

WV1: Even if people on the ground sometimes are not well-educated but they know what is going on their areas.

WS2: I am very worried about that once minutes are produced, that is the end of it. I feel that sort of discussion in LSP, does it pass down through the stakeholder's organisation? ... That's something they need to address, all LSPs must have some discussion about communication strategy. That is slightly common among all LSPs. ... This point needs to have a performance management.

WV2: Although the local council did a couple of public meetings of the LSP but it was poorly attended. It was very short notice. It could be two reasons either that people believe the council is doing good job so they don't need to pay the attention on it, or that the council does not have a ear to listen their voice. So they felt pointless to participate the meeting.

These comments suggest that the WLSP established the communication methods with local people; however, they did not try to reach them. The WLSP secured their accessibility and openness to local people; but it was up to them to observe or participate in the WLSP activities. Therefore, the effect of two way communication between the WLSP and local residents is relatively weak.

● Reflecting local needs

The second issue is how the WLSP demonstrates tangible outputs which respond to local needs. As mentioned above, one of the reasons of the difficulty of showing the output tangibly relates to the nature of services and the dilemma of statutory agencies.

According to the result of the questionnaire survey, most respondents did not judge that local people can build up trust in public services through their activities of the WLSP. (See Figure 5.17)

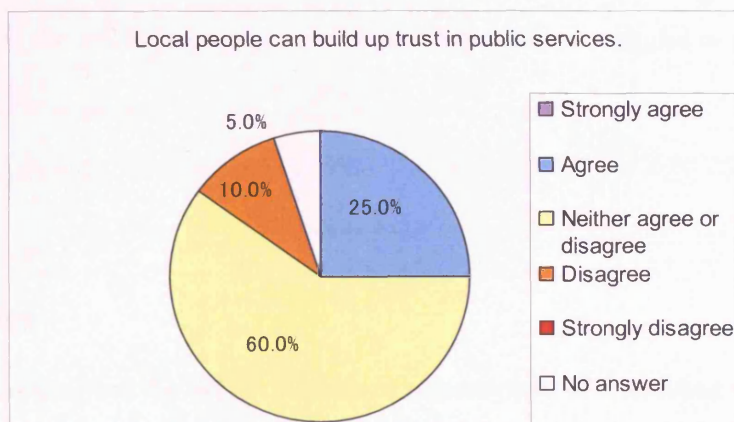


Figure 5.17 (Source: Author)

The WLSP member commented on this issue in the interview survey.

WV2: The LSP cannot demonstrate a tangible improvement to the local society. That is why we are having trouble.

WV1: I don't think LSP have an impact to the local society. It is a gateway. It is an opportunity. ... People have to use the resources behind the people sitting around the table.

WS2: I personally think the time you are going to see real output or outcome is when the budget sharing is bit normal. Everything is inside. LSP talk about crime but budget is held by police. Police is told what they have to do with that money, and that does not give the freedom. Only it is going to be is police actually shares the budget or even portion of the budget to pool for the LSP.

Even though the WLSP focused only one deprived area, the WLSP members do not have confidence that tangible output resulted. It would be possible that local people in Wandsworth would be able to see the output of the WLSP in the future, but the WLSP members struggled to show tangible output through the WLSP activities.

5.6 Conclusion

This chapter has analysed the WLSP in terms of preconditions of conducting the WLSP approach, effects of the two-way communication, and effects of reflecting the public interests and reaching consensus. Also, the difficulties in obtaining such effects in the WLSP were discussed in this chapter.

- **Preconditions of the WLSP approach**

Analysis of the institutional setting set up by the ODPM

The features of the LSP approach are identified by conducting the questionnaire and interview survey. The WLSP members felt the benefits of the opportunity to work together under “A New Commitment of Neighbourhood Renewal”. The WLSP members mentioned that the NRF worked well as the trigger for bringing the WLSP members together and for establishing the WLSP. On the other hand, there were some difficulties for the WLSP in conducting their activities at its own discretion under the institutional setting set by central government. The WLSP, which is a non-statutory partnership, tries to improve the Wandsworth area, especially deprived areas, through setting Community Strategy, Neighbourhood Renewal Strategy and allocating the NRF. There were already pre-existing statutory partnerships, such as the health and social care partnership and the crime and disorder reduction partnership in Wandsworth. The WLSP was overlaid on a lot of existing structure. For this reason, the WLSP has difficulties in identifying what the WLSP is for, what value the WLSP can add, and which local issues the WLSP needs to discuss. Furthermore, such difficulties require that the WLSP members have a high level of capacity in order to develop and run programmes under these circumstances.

Evaluation of the institutional design set up by the Wandsworth council

The Wandsworth council involved 25 key influential players in the WLSP, which had a single body structure. This chapter described the results of the evaluation of the WLSP members of the institutional setting that were produced a questionnaire survey. More than half respondents felt that the structure of the LSP was appropriate. All LSP members thought that the WLSP included the wide range and variety of key organisations. 60% of the respondents do not think that engaging the key

organisations was difficult. Most respondents thought that the frequency of the meetings was appropriate. It could be said that the WLSP members approved their institutional setting.

Analysis of the institutional design

The reasons why the WLSP members evaluate their institutional design were examined. The Wandsworth council selected the initial members of the WLSP. Because of the LSP guidance provided by the ODPM, the council involved the representatives of the voluntary and community sector organisations within the WLSP. In the past, the council did not involve those voluntary sector organisations which were against the council in the past approaches. The institutions provided by the central government determined the way of the WLSP approach. The WLSP members recognised the existence of various interests in the different policy areas at different administrative levels.

● Two-way communication within the WLSP

Evaluation of the effects of two-way communication

This chapter has discussed preconditions of conducting the WLSP approach. In order to obtain maximum effects of the WLSP approach, the WLSP members, especially the Wandsworth council, needed to carefully design the strategies making process and public participation programme. This study examined the capacity development of the WLSP members as an effect of two-way communication. More than 60% of the WLSP respondents thought that the decision making process was transparent. Most respondents felt they were able to learn and share different opinions of other LSP members for making decisions. Also, more than half respondents answered that they were able to access all information that they need for making decisions. 45% of respondents were able to build up networks for improving the local community, and 40% of respondents were able to build up trust with other members.

Analysis on the two-way communication

The features of the two-way communication were examined from the results of the questionnaire and interview surveys, and one-year observation. Firstly, the Wandsworth council plays a role of the bureaucracy of the WLSP. The local council officers proactively supported the WLSP in providing technical information for the WLSP members and opening the WLSP website for local people; moreover, several local council officers turned up at every board meetings of the WLSP. This is one of main reasons why most WLSP respondents answered that the decision-making process was transparent, and that they were able to obtain information necessary in making decisions.

As seen in Table 5.2, the representations of the WLSP members were good and most members express their opinions or ask questions in the board meeting. The dialogue patterns in most meetings were similar with the one in the 20th March 2003, which is shown in Table 5.2. The WSLP members had a sufficient level of the capacity for communicating and negotiating with other members. This affects the manner of discussions in the WLSP.

With regard to building up the trust and network, one of the representatives mentioned that of the voluntary and community sector organisation, the performance of the Wandsworth borough was somehow trusted by them. Some tensions between the council and the voluntary and community sector organisations were caused by the procedure of the decision making, rather than substantive issues for the neighbourhood renewal. The council sometimes asked the WLSP members to approve the proposals of the council; but the WLSP members expressed their frustrations with the way of decision making of the council. Because such frustrations build up

distrust to the council, the Wandsworth council needs to avoid generating new tensions, or psychological concerns, in the WLSP. It can be said that the procedure is important in building network and trust between the WLSP. Furthermore, psychological concerns were identified in the context of conducting the WLSP activities. The origins of such concerns were not directly caused to the on-going WLSP activities. These concerns might be brought into discussions as potentials of tensions.

- **Reflecting needs and reaching consensus within the WLSP**

Evaluation on effects of reflecting needs and reaching consensus

According to the questionnaire survey, 40% of the WLSP respondents considered that they needed more discussions to resolve conflicts; on the other hand, 30% of them did not think so. 30% of WLSP respondents felt that all members of the WLSP consider social values or public interest when they make decisions, whereas 40% of them did not feel this. Furthermore, 50% of respondents could not decide whether or not LSP produces a high quality of consensus.

Analysis on effects of reflecting the needs and reaching consensus

Some the WLSP members answered the interview survey in the following way. Because the Wandsworth council and statutory agencies had tried to improve the deprived areas in the past, it was not easy to resolve issues at neighbourhood levels. It is beneficial that the voluntary and community sector organisations are involved to examine solutions of the deprivation. The WLSP was only the LSP among the four case study areas in which most WLSP members' experience was that they took collaborative approach for making a decision; although most decisions were not collaboratively made. Firstly, the WLSP members were enthusiastic for improving deprived areas. As mentioned before, the representation of the WLSP members was good; and most members joined the

discussions for neighbourhood renewals. The collaboration for improving neighbourhoods requires the willingness of participants; otherwise, most members might take avoiding or accommodating approach for the decision-making. This is important for reaching consensus by collaboration. Secondly, the Wandsworth council set the areas which the WLSP discusses; therefore, the WLSP members were able to focus on certain issues. Furthermore, most members tried to understand other members' constraints, which are caused by the way of organization working, and which are the things that LSP discussion can not change. Their attitudes towards communication also helped collaboration. Even though they were not sure whether their consensus was of high quality, they reached consensus by discussion. Thirdly, in terms of the way of the decision-making under constraints of time and resources, some members take approaches of avoiding or accommodating conflicts. If some WLSP members took the competing approaches without thinking of harmony of the WLSP, then distrust or conflicts will be generated.

- **Contribution to the benefit of local residents**

The study shows how the WLSP communicates with local people and how substantively the WLSP contributes on the improvement of deprived areas. According to the results of the questionnaire survey, half of the WLSP respondents do not think that they were provided with sufficient opportunities to discuss community strategy and neighbourhood renewal strategy; on the other hand, more than half of the respondents felt that local people can freely attend or observe the WLSP meetings. Because the WLSP provided most of the information about the WLSP activities on the website, local people who have interest in neighbourhood renewals were able to observe and visit the board meetings of the WLSP. However, the WLSP did not proactively reach out to local people in Wandsworth.

60% of respondents were not able to judge whether or not local people can build up trust in public services through the WLSP activities. In terms of sustentative and tangible output for neighbourhood renewal, although the WLSP collaborated for spending money for neighbourhood renewals, it would take time to see the improvement at ground level. Up to time of writing tangible output has not been observed.

Chapter 6 Hackney Strategic Partnership (HSP)

6.1 Introduction

According to the SEU (2001), Hackney Borough is one of the poorest boroughs in the U.K. The HSP will be discussed in terms of how the HSP members communicate and negotiate with other members for neighbourhood renewals. The HSP has a different institutional structure from the WLSP; Hackney council established several thematic partnerships as the HSP family group. Section 7.2 refers to the institutional setting established by the ODPM and the institutional design of the HSP set up by the Hackney council as preconditions of producing the output of the HSP. Section 7.3 analyses the two-way communications between the HSP members. Section 7.4 analyses the decision-making of the CLSP. Section 7.5 explores the benefit to local residents.

6.2 Preconditions of the HSP approach

This section discusses the institutional setting of the HSP approach by both the ODPM and the Hackney council in order to explore the preconditions that influence how they make decisions, and the output of the HSP.

● Analysis on institutional setting established by ODPM

It is important to analyse how the institutional setting of the LSP approach established by the central government affects the decision-making process. HSP members assessed the advantages and disadvantages of the national strategy action plan “A New Commitment of Neighbourhood Renewal”. In general, the comments by the HSP members are similar to those made by the WLSP members. The HSP members mentioned the following advantages. Firstly, most HSP members pointed out the benefit of the opportunity to meet local stakeholders.

HS1¹¹⁶: I think it is good to bring people together. It can be a channel of communication and

¹¹⁶ In this chapter, Abbreviations show the sector which the interviewee belongs and the number identifies different participants; H: HSP participants, C: local councillors and local council officers, S: Statutory sector representatives, P: Private sector organization, and V: Voluntary and community sector representatives.

development of cross cutting.

HC1: Partnership is important because we all agree - we can't make our borough better on your own. That is the good thing.

HC2: It allows all those key players to engage and dialogue. I think having an opportunity to talk is a good facility to change the information and work together. ... It doesn't mean they have to work together. But if they want they can work together, or if they can get the positive relationship, it would be the benefit. Even though most conversations are not relevant to the key players but they know who would be the partner for the certain purpose.

Secondly, HSP council officers pointed out that the funding is helpful when engaging people.

HC2: Money facilitates the dialogue having the partners around the table and the work for the common goals.

On the other hand, HSP members pointed out the following disadvantages. Firstly, the HSP members have difficulties in determining the role of the LSP. The LSP is a non-statutory partnership; but two statutory partnerships¹¹⁷ are involved as members of the HSP. Although "A New Commitment to Neighbourhood Renewal" allows the NRF to cooperate with pre-existing funds, the HSP is concerned with cooperating with the mainstream service providers which have their departmental targets at the local level.

HC3: Disadvantage is that we have a limited influence to other individual agencies.

¹¹⁷ For example, the health and social care partnership which is followed by Health Act 1999 and Health and Social Care Act 2001, and the crime and disorder reduction partnership which is followed by Crime and disorder Act 1998.

HS1: The real difficulty is the lack of consistency which was brought into this shared approach at the top; Home office, DfES, DoH, ODPM and various other governments. In theory shared priority has to be shared, but you know things are coming inside. ...I think tension at the top makes life even more difficult for us.

Secondly, some members mentioned that a lot of time and effort was needed for the implementation of this programme for setting up the HSP structure or rules of both discussion and decision-making, because the HSP was required to develop it at its own discretion.

HC3: The government are never gonna give us money without certain amount of government intervention. But, the level of detail of guidance and amount of information at ground level they expect LSP to generate are huge. That is our concern.

HS1: Structure, process and trust are very hard to develop. There isn't any template.

HS1: It is very time consuming, it is difficult to see the product. There is unevenness about the level of debate. Sometime hot air expanded, I feel I could do another thing, it is opportunity cost.

HC2: You can get a diversion of interests and solution to be owed. But, you have to have the meeting which is not relevant to you.

Thirdly, some people pointed out that HSP members discussed the procurement of the NRF, rather than strategy, in terms of what can be done. The HSP members were keenly concerned with this issue. This means that the HSP participants were more interested in the NRF implementation than the strategy making.

HC2: I think this money give good incentives to sit around the table, but the hidden things are the solution because the forum, steering group and majority of the sub partnerships discuss about the processes How they can actually use the money, rather than what they can do with that money.

HC1: The bad things are people come with baggage. And there is a track record of antagonism between some groups and the previous council.

HC2: In fact, what we are talking is the processes and how we allocate the NRF. It is very rare to discuss that we've got BME, what our partnership can do. But it is happening outside of the meetings.

The HSP and the WLSP found similar advantages and disadvantages of the LSP approach. The advantages are, for example, opportunities to work together at local level, and the financial support, namely the NRF. The disadvantages are for instance, the difficulty of deciding the role of the LSP in relation to pre-existing strategies and statutory partnerships, and the difficulty of setting up the ground rules of the HSP for decision-making. The HSP paid more attention on the NRF implementation than the strategy-making for neighbourhood renewal.

● Review of institutional design of HSP set up by the council

This section explains the institutional design of HSP set by the Hackney council. Hackney council established the HSP based on a previous partnership, called Hackney 2020, which set up the vision of Hackney in 2020 under the framework of the Best Value Performance Plan. Council officers mentioned:

HC1: Local strategic partnership in Hackney is a successor to a long running organization,

because we had a Hackney 2020 partnership with business and statutory agencies and voluntary sectors for a long time. So creating a local strategic partnership in Hackney in compliance with the government requirements was effectively just re-badged what we were doing.

HC3: HSP was the Hackney 2020 before. It makes sense that current HSP structure is based on Hackney 2020. Some sub-groups were established, because Hackney got NRF.

Table 6.1 shows the structure of the HSP. One of the features of the HSP structure is that the HSP consists of several partnerships, namely, the HSP forum which makes final decisions, the steering group which manage the HSP family partnerships, thematic and geographic sub-groups which discuss prioritised strategies and the NRF, and sectorial forums which are business, young people, and local regeneration initiatives. The size of the steering group of the HSP is 14 and the size of the forum meeting is 50. The HSP steering group meets monthly, and the forum meets every three month. According to the HSP handbook, the HSP aims to work by reaching consensus. If it is not possible to do that, a decision will be made by majority voting.

Table 6.1 Institutional design of HSP (Source: Author, adopted by the HSP handbook)

Hackney	
established and accreditation by GOL	April 2002
preparation stated from	There was a partnership, called Hackney 2020, which had similar roles of LSP.
Chair	Chair must be elected by a majority of members of the partnership
Current chair	Chief executive of Hackney Council has been in chair in the HSP steering and Partnership forum meetings.
period of LSP members	
membership	Membership of members who miss three consecutive Hackney Strategic Partnership meetings or a majority of the meetings in calendar year without any legitimate reason will be terminated. Members of the steering group will be member of the partnership forum
Decision making	HSP aims to work by consensus and where this is not possible a decision will be made through open majority voting.
Accountability and openness	1) Meetings of the steering group, the partnership forum, and thematic partnerships will be open to the public. 2) All people can see agenda items and reports via the Web site or partnership secretariat. 3) Minutes of meeting will be posed on the web site within two weeks
Frequency of Meeting	Steering Group meets monthly. Partnership Forum meets quarterly.
No. of LSP members	HSP consists of HSP Steering Group, Partnership Forum, Thematic and Geographic Sub Partnerships and Sectoral Forums.
HSP Steering Group	Currently 14 members Statutory: 6 Business: 2 Voluntary and community: 6 Mayor, London Borough of Hackney Chief Executive, London Borough of Hackney City & Hackney Primary Care Trust Metropolitan Police Job Centre Plus Learning Trust New Islington & Hackney Housing Association East London Business Alliance Hackney Chamber of Commerce Community Empowerment Network (2) Groundwork Hackney Centreprise Hackney Community Transport
Partnership Forum (up to 50 members)	14 Members of the HSP Steering Group 3 Faith representatives 11 CEN representatives (plus 2 on Steering Group) 2 Youth Parliament Representatives 1 Area based partnership representative 9 business representatives 5 additional public agencies 5 cabinet members
Thematic and Geographic Sub Partnership	Sub partnerships look at different themes or geographical areas advising on strategic and allocating NRF funding to different projects. Better information group, Clapton NRF Steering group, Education sub partnership Good place to live partnership, Hackney Cultural Forum Steering Group Hackney Cultural Forum Steering Group, Hackney Safer Communities Executive and Forum, Health & Care Partnership Board and sub-boards, ICT partnership, Jobs and Economy sub partnership, Jobs and Economy sub partnership, Match Funding Panel, Transport sub partnership
Sectoral Forums	Sector Forums (e.g. Youth) electing people onto the Partnership Forum Community Empowerment Network, Hackney Youth Forum Business Forum, Local Regeneration Initiatives
other	Labour party holds political control.

● Evaluation of the institutional design of the HSP

This section evaluates on the institutional design of the HSP set up by the council based on the result of the questionnaire survey. In respect of the structure, according to the questionnaire survey shown in Figure 6.1, 54% of respondents said that the structure of the HSP was not appropriate. This is the highest ratio among the four LSPs.

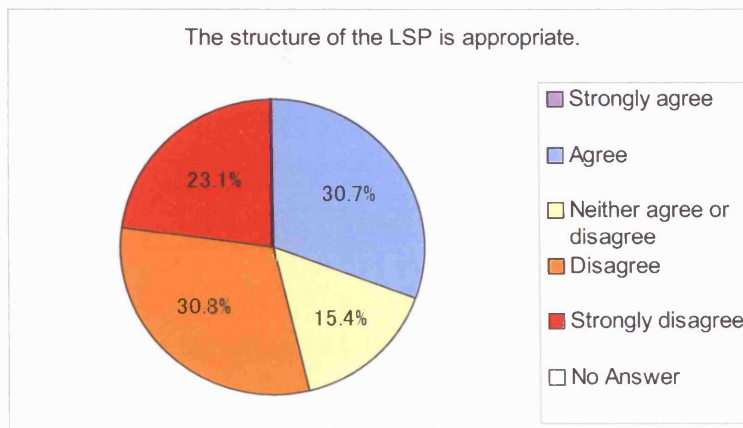


Figure 6.1 (Source: Author)

Most people thought that the membership of the HSP consists of a wide range of the key organisations, and they did not encounter difficulties in engaging the key organisations. (See Figure 6.2 & 6.3)

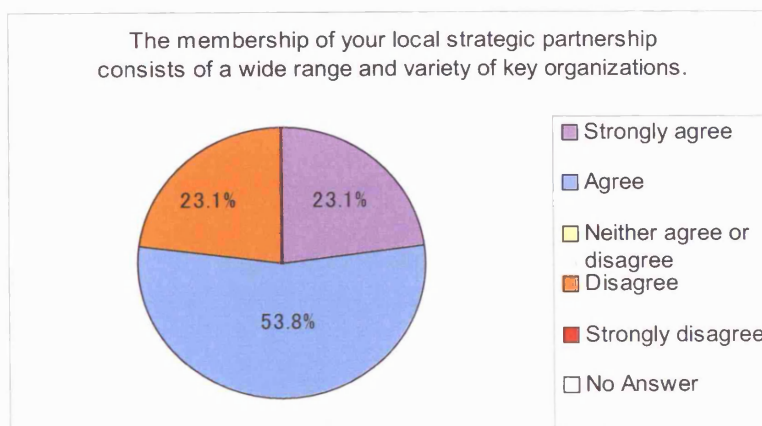


Figure 6.2 (Source: Author)

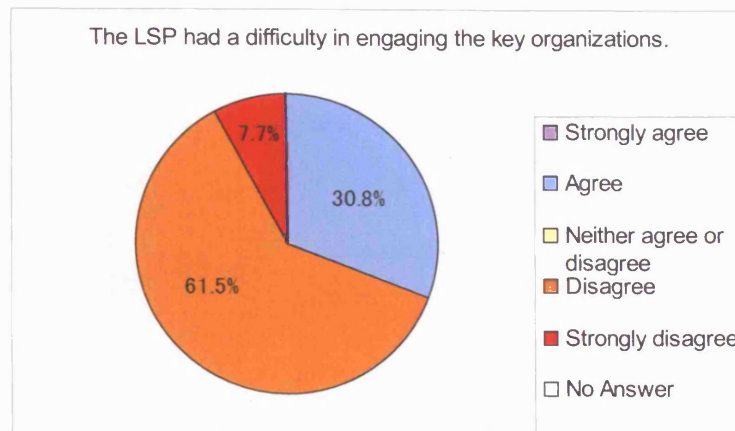


Figure 6.3 (Source: Author)

As can be seen in Figure 6.4, about 60% of the HSP members felt that the frequency of the HSP meeting was appropriate.

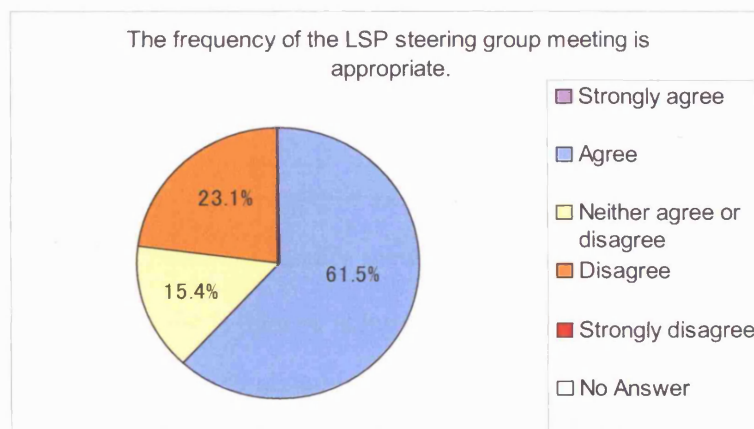


Figure 6.4 (Source: Author)

However, as shown in Figure 6.5, almost half of the HSP members did not think that the current LSP was an effective decision making body. This is again the lowest ratio compared with other LSPs.

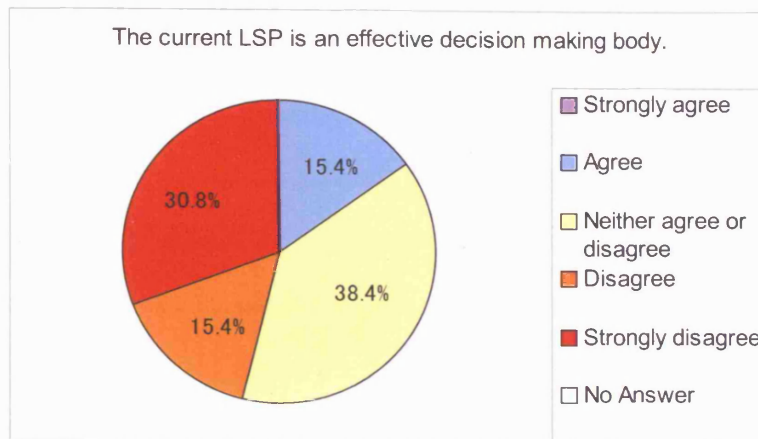


Figure 6.5 (Source: Author)

● Analysis of the institutional design of the HSP

This section discusses how the HSP members evaluate the institutional design produced by the HSP, especially the Hackney council. The HSP seems to have a problem as regards working together, in comparison to other LSPs. One of the council officers commented on the operating difficulties of the HSP.

HC2: The top-down approach is suitable for the statutory agencies, but it sometime creates distrust of voluntary and community sectors. Statutory partners should have expertise in particular field. So in the bottom-up approach, the voluntary and community group can't run school. I think it is very difficult to see the balance of both approaches.

The HSP steering group, forum, and sub-groups under the HSP structure seem to work individually, rather than working as one family group. Because of the weak linkage between HSP family groups, the steering group members, except local council officers, cannot sufficiently cooperate with other groups for neighbourhood renewals. In terms of the institutional design, it would be necessary to establish good communication mechanism between the family groups of the HSP. The comments of the HSP participants are as follows:

HC3: We need to try better the performance of NRF target with sub partnerships, with steering group, with forum, because there is distance between what is happening on the ground level through commission through the NRF and what the partnership comes around the table they discuss. There is a danger if we lose what is happening on the ground level. So we need to focus on our delivery at the ground, not just for NRF, although we are focusing on NRF.

HS1: What we need to do is to get much clever integrated commissioning services. ... Unless we know what it is commissioning and how effective it is, it is impossible making decisions what we pick up and what we don't in statutory main stream funding

HV1: I don't believe their way can make a difference in Hackney.

Hackney council officers and the voluntary and community sector representatives have different assessments of the structure of the steering group and its membership. Hackney council officers tried to involve many people in the decision-making process of the HSP. Council officers give positive comments about the HSP structure:

HC3: I think we have got the right people around the table. We've got most senior people who operate in Hackney.

HC1: What we wanted to do in structure was involving many people as possible and giving them some focus and make that sort of things happen.

On the other hand, the voluntary and community sectors considered that the membership was not appropriate for reflecting local needs to the strategy. They were concerned with who should

be involved in the HSP.

HV2: There are four most deprived areas, and the LSP should have a representative from all those areas, without reducing the number of representatives. Why is there no representative in the steering group? How does the council access the local needs of those areas. Each tenancy resident has their style. They are different from each other.

HV1: The LSP members do not reflect the situation in borough. It is not proper mix.

With regard to the institutional design of the HSP forum, which is the decision-making body of the HSP and covers several sub-groups, it does not seem to be easy for the HSP forum to operate and manage sub-groups. One of the notable issues is its membership. Some participants from the statutory sector representative and the council officer mentioned that the 50 members were too inclusive in range and numbers to have an executive function of the HSP family groups.

HS1: I see the structure of the LSP as a strategic body. But I have a problem with the size of forum. I mean, yes, it is important to be inclusive. But we can cut out dozens of people. It should have a more executive function.

HC2: LSP forum should be much less numbers, 50 people are around the table to make the decision. And without doubt we cannot get different opinion as we get the other places.

With regard to the institutional design of the sub-groups of the HSP, some HSP members pointed out that sub-groups had potential to improve the performance of HSP; but that they did not function properly at that moment. Most participants commented on the difficulties in determining the roles of each sub-group as a member of the set of HSP family groups. Also, some participants in the

sub-groups commented that the different status of sub-groups may make it difficult for HSP members to contribute to the HSP activities.

HC3: I don't think the relationship with sub-groups is so much important. I concern the structure how the structure really fit in to influence whole agenda.

HC2: I think the problems among a lot of different partnerships are that there are a lot of people sitting around the table who aren't really sure why they are there. Actually most important work is happening outside of the LSP meeting. They have to know what they have to do for what.

HS1: We need to allow ourselves to think this is a right model or not.

HV2: Some sub-partnerships are just set up. They don't even know how to deliver the partnership.

HV2: What is not happening at the moment and what is the real difficulty are that sub-partnership doesn't pay attention on how do they engage the voluntary sector.

To sum up, it would be possible that the HSP cannot effectively make decisions, if all sub-groups in the HSP work together. Although the HSP forum is the decision making body of the HSP, the HSP steering groups discuss proposals of the Hackney council and explain it to the HSP forum in order to gain approval. During my one year observation, the HSP steering group played a key role in the decision making in the HSP and the forum and other sub-groups were involved in agreeing HSP approaches for improvement of the deprived areas in Hackney.

6.3 Two-way communication of the HSP

This section evaluates the effects of the two-way communications of the HSP and analyses how the CLSP discusses the improvement of the deprived areas in Hackney.

6.3.1 Evaluation of the effects of the two-way communication

Along with the effects of the two-way communications discussed in Chapter 3, this study explores the discussion in the HSP in the decision making process in terms of the capacity building of the HSP members. According to Figure 6.6, more than 60% of the HSP forum mentioned that the decision-making process has transparency among the HSP members.

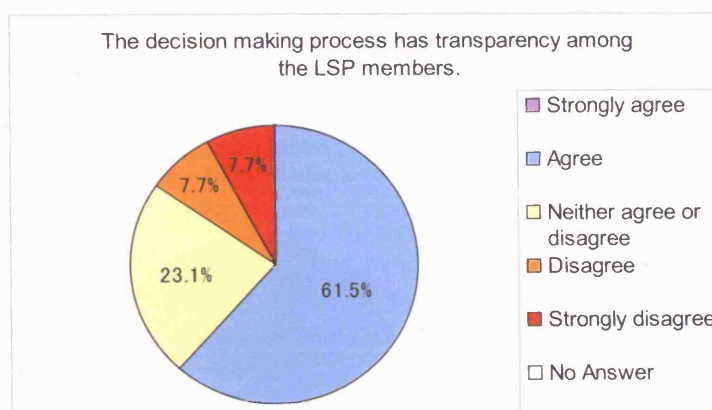


Figure 6.6 (Source: Author)

Almost half of the HSP forum members felt that they encountered difficulty in accessing information that they need for decision making, as seen in Figure 6.7; and 60% of the HSP forum members that they were able to learn and share different opinions of other LSP members, as seen in Figure 6.8.

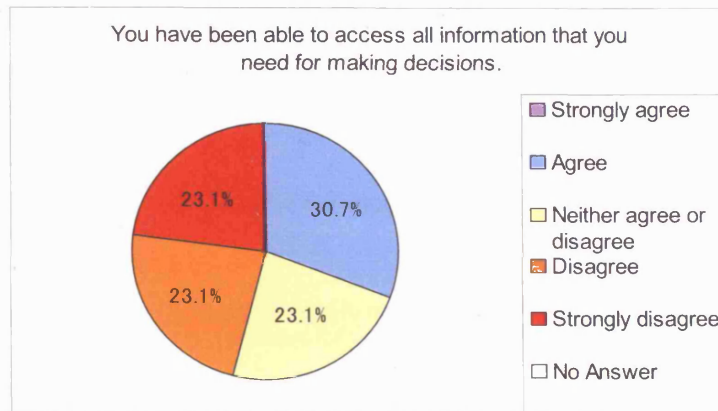


Figure 6.7 (Source: Author)

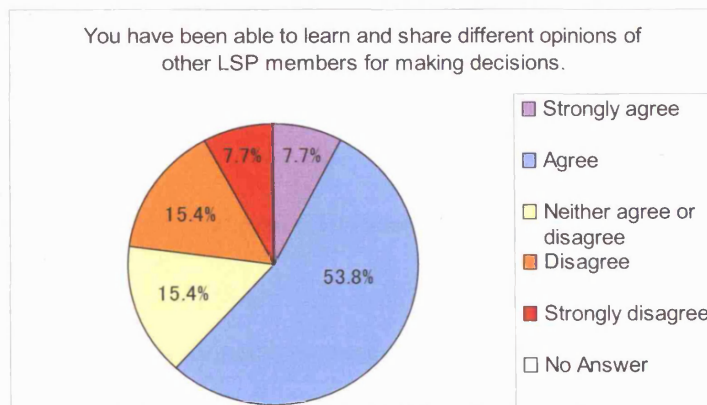


Figure 6.8 (Source: Author)

More than 60% of the HSP forum members thought that they were able to build up networks of the relations among LSP members; and almost half of them thought that they were able to build up trust with other members. (See Figure 6.9 & 6.10)

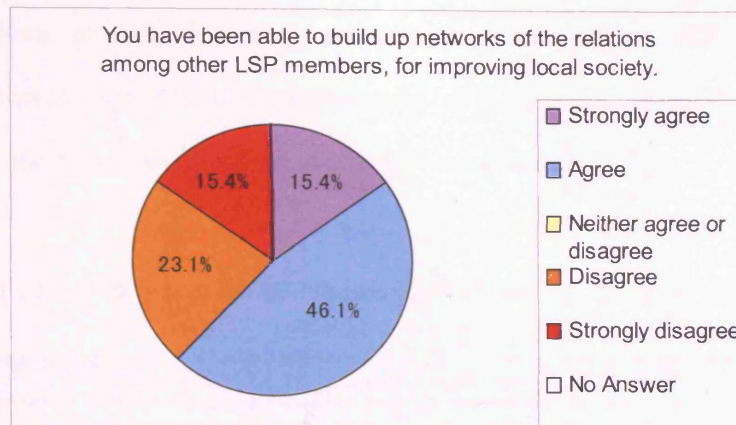


Figure 6.9 (Source: Author)

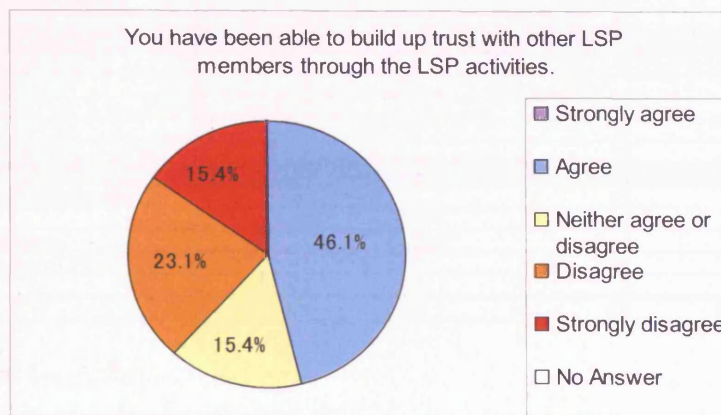


Figure 6.10 (Source: Author)

Although The HSP forum members were not satisfied with the structures of the HSP, they were able to develop their capacity through the participation of the HSP activities.

6.3.2 Analysis of the two-way communication

Table 6.2 shows the dialogue pattern of the steering group meeting on 21 Aug 2003 in order to understand how the HSP discussed neighbourhood renewals in Table 6.3. The patterns of discussion were generally similar during the one-year observation. Most discussions of this meeting were updates of the ongoing projects. The agenda of the meeting comprised mostly updates on the

progress of ongoing projects. The items were a) the review of the HSP activities, b) the neighbourhood coordination update, c) management of the Neighbourhood Renewal Fund and statement of use, and d) the agenda and programme for research event.

Table 6.2 Dialogue in the HSP steering group meeting (Source: Author)

21st Aug 2003	Proposing	Supporting	Disagree	Giving information	Seeking information	Building	Sum
LSP members							
LBH-Chief executive	4		4	10	4	5	27
CHPCT	3			2	2	1	8
Metropolitan Police		1			1		2
New Islington & Hackney Housing Association			1	1			2
Hackney Chamber of Commerce		1		1	2		4
HCVS-Community Empowerment network	2		1	2	4		9
CEN	1		1	4	2		8
Observer							
CEN			1		2		3
CEN							0
UCL							0
RCNR		1		3		1	5
RCNR				4		2	6
Hackney Council officers							
LBH-Deputy Head of Policy & Regeneration	2			10			12
NRF Programme Manager				4			4
LBH-Interium partnership manager					2		2
LBH- Learning & Communication Officer				1			1
LBH- HSP secretary							0
	12	3	8	42	19	9	93

The chief-executive led the discussion in the HSP steering group meeting as a chair, and the council gave information. Most members asked questions to the council for clarification. It is fair to say that the HSP steering members participated in discussions in the meeting. One of the common concerns about the discussions was about chairing. Some people were concerned about the chairing. Having a chair from the local council brought some benefits to LSP, such as better communications among HSP members; especially local council and statutory agencies; however, voluntary members mentioned that, although the chairing skill of the current chair was excellent, the current chair should not become the chair without voting by HSP members. The voluntary sector organizations criticised the lack of legitimacy of the process of choosing the chair of HSP. It seems likely that breaking the rules or lack of fairness by the local council could generate the distrust of the members of the voluntary sector. Therefore, the local council should conduct a vote for the chair to prevent distrust. The comments from the HSP members are as follows.

HC2: Local authority delivers administration of NRF and LSP, so the person who knows properly is now a chair. Local councils have a good communication with statutory agency, in this sense a local council is a coordination body of public services. So a local council is in an ideal position to chair the LSP.

HV1: [The current chair] is acting as the chair since it was set up. ... Terms of reference says, "The chair was to be voted by all members." But [the current Chair] never says, "Let's do the voting who should be the chair". When you see the minutes of the meeting, the secretary writes [the current chair] in the chair, not as chair. The council is very clever.

HV2: [The current chair] said it is just temporarily till the LSP work well. And, how many years passed? 2, 3 years and there is no election of the chair of the LSP. The council doesn't want to lose the power.

Procedural and psychological concerns between the HSP members

Regardless of the institutional structure of the HSP established by the Hackney council, it is likely that past relationships between the council and community organizations makes discussion of the HSP difficult. Two of the HSP members commented on the initial stage of HSP.

C1: When we started, meetings were really difficult because you had to go through all these issues how everyone hates the council. The first few meetings are almost fighting. Everyone went through the history.

HV1: We used to run some programmes funded by the council. I guess that the council knew the NRF would come soon, although we didn't know. Just before the NRF came, the council

cut all of our funding. After that, immediately the NRF came, the council said “why don’t you apply NRF?” You see, how clever they are. But NRF doesn’t include our area. It was a big problem. Although we explained that we can hit the floor targets, it wasn’t easy to get the funding.

Based on the survey, it can be said that serious antagonism between the Hackney council and the voluntary and community sector representatives are caused by strong feelings resulting from past experiences. The first job for the HSP is to build up the atmosphere of trust and cooperation between the HSP members to enhance a positive relationship for the HSP activities.

HSP members commented on their partners in Hackney. Potential causes of conflicts were observed by the interview survey.

Local council

HS1: There is actually tension local authority being an accountable body but there is a need for the partnership to run the programme. Local authority in a sense has a two roles, as a partner and as an accountable body. That is significant tension.

HV1: They have two faces. They seem nice when we talk about something which is not relating to money. But they always give us shit when we ask them financial support like NRF. I think there is a big barrier between council and BME. The council controls the LSP a lot.

HV1: A lot of council officers don’t live in Hackney, and those people will decide how to use the money without enough knowledge of deprivation. I can’t believe it. It is like a mafia. There is very big difference between what the council think of the local needs and what local people really think what they need.

HV1: No matter what sort of decisions, they force us saying, “yes”. “We don’t have time. We will lose money if you don’t agree now.”

HV2: The council doesn’t see the voluntary sector as important as it should be. The council does almost everything with statutory agency, not with voluntary sector. It can’t bring a good relation.

HV2: It is very difficult and tricky relationship with HSP. It is hard for us, as a voluntary sector, to speak out. I can see [The Current Chair] gets annoyed, because it seems like we are trying to stop the process or hijack the LSP. What we want to say is the chair doesn’t treat us as an equal partner.

HV2: Government office for London thinks that the voluntary organization can deliver some projects. But, too much intervention from the council. They didn’t help us at all. They don’t trust us. And they always try to beat this small organization.

Statutory Sector

HC2: Because the NRF is not the main funding source, I think it is not their priority. It is very small amount of money compared with the budget they can spend in a year. So there is a lack of enthusiasm from a number of partners.

HC2: It would be fair to say that some of the members of statutory partnerships have a difficulty to see the difference between NRF and their activities.

HC3: Although all different partners come to HSP but they might think HSP is secondary task.

Private Sector

HC2: The only way to get the private sector's money is direct benefit to the organizations. ... 20 meetings which are not relevant to them, like nearly 40 hour they have to spend. That is a week they could have been working. Especially small business cannot do that. The big business also doesn't have interest.

Voluntary sector

HC1: Tensions within voluntary and community sectors are all about money.

HS1: There is a tension between voluntary sector and local authority. There are also huge tensions within the voluntary sector. ... Everybody comes to the table with different aspirations. The lack of cohesiveness of voluntary sector is a bit problem.

HC1: What they do is they say, "yes", and they go away. They talk with some other people. And the other people say, "how did you agree with that". And they say "No, I didn't". And they have to come back and say, "I know I voted for it and we agreed with this, but I want to raise these new issues and we can't let this go." It is quite frightening, isn't it?

HC1: Hackney is a quite fragmented community. So a lot of people sitting around the table are actually not really community leaders.

HC2: I think voluntary and community groups are sometime too noisy, and the strategic discussions are cut by the private interest of the voluntary and community sector groups. I also think that the membership of voluntary and community group should be reduced, even

though they have 5 seats out of 14.

HC2: There is a tension that is caused by lack of their understanding what that money is for. ...

Their way of thinking is what the best for their organizations are. And it creates a lot of tensions.

HV1: There is serious tension among voluntary organizations. Voluntary groups are actually not united. The CEN should be the representatives of the voluntary sectors. The LSP put the grant to CEN, but I cannot say they are well managed.

HV2: Although CEN is a coordinator of the voluntary group, the each voluntary organization or tenancy group has to have a seat. We can guess what they think but we cannot be the representatives of those organizations.

The psychological concerns between HSP members were very strong and those have a strong potential to develop into conflicts. Unequal power, repetitive negative behaviour and lack of interest were observed in the discussions and played a role of generating conflicts in the HSP meeting. These factors resulted in the generation of strong negative feelings emotions which interacted with each other.

6.4 Reflecting needs and reaching consensus within the HSP

This section explores how the CLSP makes decisions. Firstly, the effects of reflecting needs and reaching consensus are evaluated using the results of questionnaire survey. Secondly, the difficulties and complexities in neighbourhood renewals are explored based on the results of the interview survey.

6.4.1 Evaluation of reflecting needs and reaching consensus

The following are the results of the questionnaire survey. As seen in Figure 6.11, most members thought that the HSP needs more discussions for resolving conflicts or making decisions.

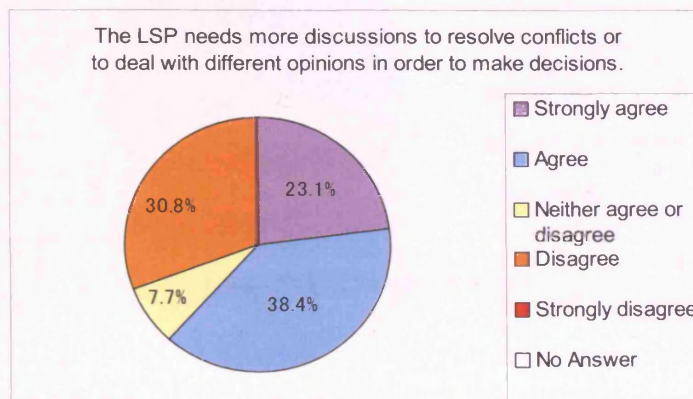


Figure 6.11 (Source: Author)

Most members felt that HSP members considered their private interests rather than public benefits, as seen in Figure 6.12.

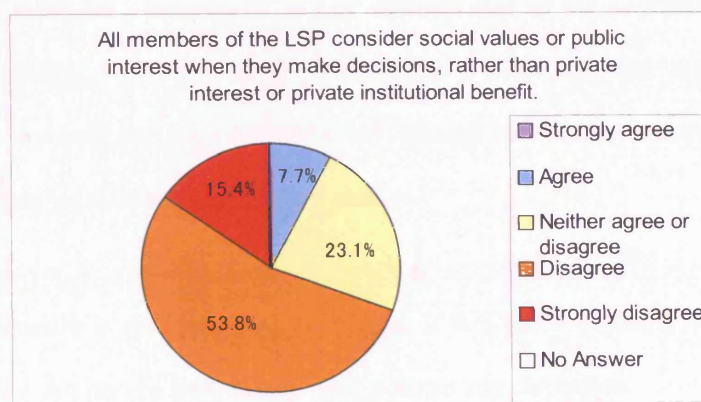


Figure 6.12 (Source: Author)

As seen in Figure 6.13, the HSP members wondered whether the HSP produces a high quality of consensus.

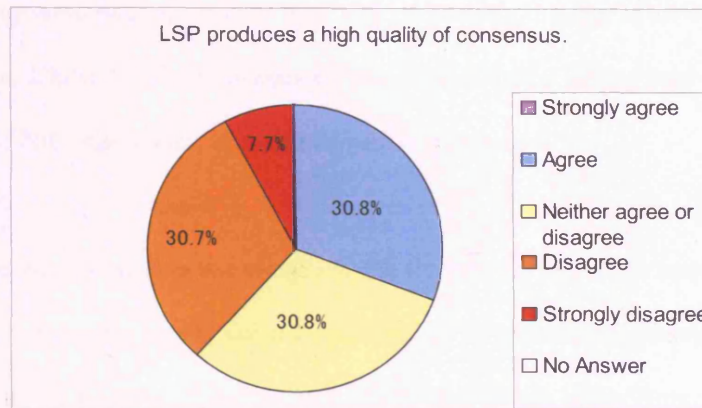


Figure 6.13 (Source: Author)

6.4.2 Analysis of reflecting the needs and reaching consensus

It can be said that the discussions in the HSP were somewhere between consultation and involvement of the local stakeholders. One of the council officers believes that the performance of HSP depends on the officers' support, rather than performance of HSP members.

HC1: I actually think the performance of LSP depends less on the performance of members, more about quality of officers' support that I can give to the LSP. LSP is an opportunity for people to be involved and take decisions and debating issues. But actually nothing changes unless a staffing team below LSP make a change.

HV2: HSP is actually is not the place to discuss. It is a place to justify what local council officers decide. All people have to say "yes" without any discussion.

One of the serious conflicts in the decision-making is about the procedures for deciding the area of allocation of the NRF. The Hackney council officers worried about discussing the procedures of the decision making for the area of the NRF allocation with the voluntary and community sector

members, because of the shortage of the capacity of the voluntary and community members. The voluntary sector thought the HSP would not last long, and they needed to have “a piece of pie” in the short term. They were willing to adapt their way of working in order to arrive at decisions about the NRF allocation. Under these circumstances, the council took a strong lead in the decision-making methods for the NRF allocation. The council officer mentioned:

HC1: You have seen over the time how the agenda got more and more driven by the money.

When the deputy mayor did the presentation on community strategy, which I think really important, discussion didn't happen. They start to talk about money, they start talking and asking how we gonna manage it or how to allocate it.

As can be seen above, the NRF generated serious discussions in the HSP. In the steering group meeting in 2003, council officers produced the draft for explaining how to allocate the NRF, which was based on multiple criteria decision analysis. The voluntary and community sector representatives agreed with council's proposals for the multiple criteria analysis. The HSP members accepted these proposals, although the voluntary sector representatives might not have properly understood the technical allocation method at that time. It was possible for the HSP members to discuss the weight of prioritised strategies for the multiple criteria analysis, but they did not do it. When the results of the multiple criteria analysis, was reported to the HSP members the voluntary sector representatives insisted that this could not be right. In the end, the local council officer resisted the voluntary members' opinions, and gave no opportunity to re-discuss the areas of the NRF allocation. Regardless of the output, the causes of such difficulties were for example, a) a past relationship that generated tensions about who takes control of the HSP, b) limited time to share technical knowledge and local knowledge, and c) the lack of effective communications within the HSP family groups. The comments of the HSP members are as follows.

HC1: But money changed people who sit around the table. So, some of the people are now there, because of money. We spend too much time on the money side and not enough working on strategy. Because as soon as money is there, you have accountability issues you have to comply with government requirements. That is really problems.

HC1: Voluntary and community sector groups are used to consensus and public sectors are used to majority decision-making. If people want to disagree with them they have a chance to say so. Then, people will say, "I wasn't there when you decided. I would like to face it again". I think that how voluntary and community sector think.

HV1: The money is there, but the council set the rule of allocation, not the LSP. And they decided how to use NRF. They are using the NRF for their needs, not local people's needs.

HV2: Because we think local council officers already decided everything and they seem to often believe they reached consensus in the steering group.

As seen in the discussions above, the Hackney council took a strong lead of the HSP activities. Even though the level of participation of the HSP is nominally "partnership" in "the term of reference", in reality the level of participation in operation of the HSP is between consultation and involvement. Although the voluntary members needed to control the expressions of their feelings in the discussion, the local council also lost an opportunity to re-build up the trust between the HSP members. If the local council knew that the voluntary and community sector organisations wanted to use different criteria for evaluation, it would have been better if the council had listened to their concerns as a matter of the procedure. The council also needed to explain which areas they can discuss or negotiate, before the members agreed on the usage of the technical methods with non technical language. Although the decision of the areas of allocation of NRF would be reasonable, the

level of satisfaction of the voluntary members might be low.

With regard to the approach for the decision-making, apart from the contents of the opinions of the voluntary and community sector organisation, the local council and the voluntary and community sector organisations basically took competing approaches to decision-making. Because of the power difference between the local council and the voluntary and community members, the local council made decisions having rejected the opinions of the voluntary and community sector organisations. Such ways of decision making were typical in the HSP.

6.5 Contribution to the benefit of local residents

This section examines the contribution of the HSP to local residents in terms of the two-way communication between the HSP and local residents and reflecting local needs. Both the questionnaire survey and interview survey were relevant to this.

Table 6.3 shows the extent to which the HSP secures accessibility and openness to local residents. In accordance with the policy of accountability and openness of the HSP, all meetings are open to the public; the HSP have a very good website from which the general public can collect information on topics such as, terms of reference, the current neighbourhood renewal strategy and the draft of community strategy, schedule of meetings, agenda provided before each meeting, and minutes, which are posted within two weeks after the meeting. The HSP is one of the best boroughs in terms of information provision.

Table 6.3 Accessibility and openness to local people (Source: Author)

For observing the board meeting	
The meeting date and venues	Yes
The time of meetings	Afternoon
For obtaining the information of the LSP	
Terms of reference	Yes
Meeting agenda	No
Meeting papers	Yes
Minutes	Yes
Accreditation	Yes
Performance management framework	No
For obtaining Community Strategy and NRS	
Community Strategy	Yes
NRS	Yes
Output of the NRF	-

Two way communication between the CLSP and local people

More than 60% of HSP members felt that local residents did not have an opportunity to be consulted on some strategies dealt by the HSP, as shown Figure 6.14.

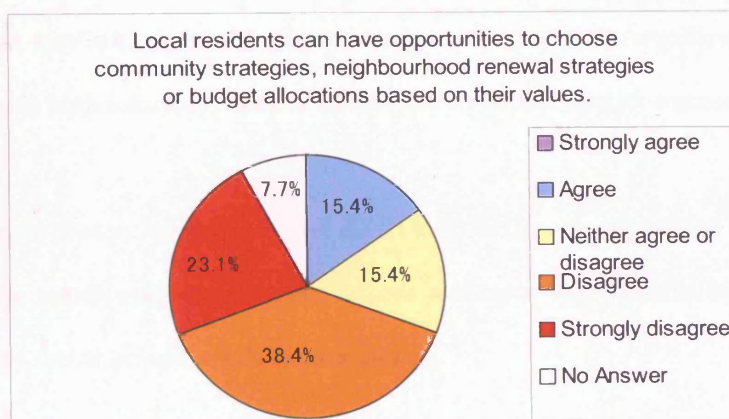


Figure 6.14 (Source: Author)

Furthermore, the HSP members believed that local residents who had interests in the HSP activities had difficulties in observing HSP meetings or in obtaining HSP information. (See Figure 6.15)

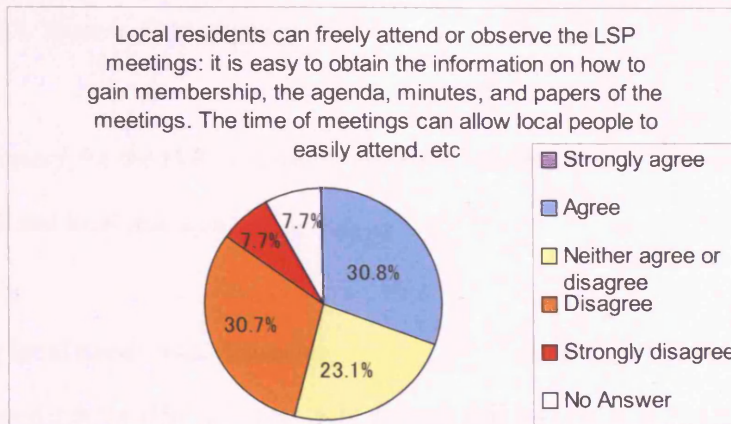


Figure 6.15 (Source: Author)

The HSP had difficulties in communicating with local residents in order to reflect local needs. Table 6.3 indicates that the result was weaker than expected. Although Hackney council provides information about HSP on the web, there was no mechanism to proactively reach local residents. No one in the HSP was in charge of communicating with local residents. Although the local council directly involves many local stakeholder organisations, the voluntary sector organisations basically did not think that they are responsible to communicate their umbrella organisations. The following are comments from both a hackney council officer and a voluntary sector representative:

HC1: We have always recognized if we didn't keep this people around the table, then we would loose the opportunity to get some of our messages out. The challenge for us is to get voluntary sector groups to talk in their groups.

HV2: Even though we believe we have a lot of local knowledge, if we see what happened in the end, we are not happy to give a lot of information which we spend a lot of time to get without getting any return.

HV2: Ideally, voluntary and community groups in Hackney should know what is HSP doing but

they don't. There is no mechanism in HSP.

It would be necessary for the HSP to consider the establishment of the communication mechanism between the HSP and local residents.

● Reflecting local needs into strategies

Figure 6.16 showed that the HSP members were not sure that the HSP activities help to build up trust in public services.

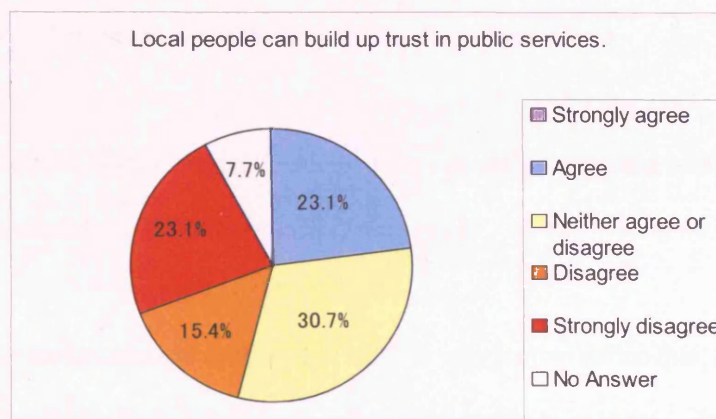


Figure 6.16 (Source: Author)

Local conditions of Hackney relate to the difficulty of reflecting local needs and producing tangible output. For example, Hackney has to cope with arrivals of asylum seekers and refugees, who will develop their capacity for living, making use of financial support provided by the Hackney council. After the asylum seekers and refugees develop their capacity for living, they move away from Hackney. The outputs of the various measures of Hackney council do not accumulate in Hackney.

HC2: If you look at Hackney, even if you get unemployed people, those people can have successful training programme and they can get the job. Then they begin to get wealthier. Then they think they want to buy a house and they are going to move out like Thames gateway area. Because of the way that social housing or social landlord is allocated, it would mean that someone is really really deprived of moving into the house, probably no

job, probably poor education. Then, all same process will happen again in Hackney.

Another reason for difficulty in the HSP was dissatisfaction of the HSP members about the area or way of the NRF allocations. Many organizations apply for the NRF, and so the HSP spreads the NRF thinly. Some HSP participants wonder about their way of delivering the NRF projects. Because the HSP participants could not reach the consensus as to what the NRF is for, they did not use their money in the way they wanted.

HC2: Probably it is a political reason but too small amount of money went too many places.

But it would be better to use that money for one or two areas.

HV1: Amount of money are really small. That can only scratch the surface. The money that each organization can deal with is very very small. You cannot imagine.

HS1: Who's the partnership accountable to? It is very hard to define that, because it contains a lot of directions. Partnership itself is not accountable to anyone. Collectively who we are accountable to NRU Please God!.

Although the HSP had the same issues as the WLSP had in respect of communication with local residents, the HSP had issues that were unique because of to geographical or social features of Hackney. Although the LSP approach puts emphasis on the strategic action, the LSP approach also puts emphasis on the collaborative and inclusive action. It could be said that the HSP members took more democratic distributions rather than strategic distributions under the limited time and resources.

6.6 Conclusion

This chapter has investigated the HSP in terms of preconditions of conducting the HSP approach, effects of the two-way communication, and effects of reflecting the public interests and reaching consensus. The difficulties which exist in obtaining such effects in the HSP were also explored here.

● Precondition of the HSP approach

Analysis of the institutional setting established by the ODPM

Considering the institutional settings developed by the central government, the HSP members pointed out that among the benefits of the LSP approach were the opportunity to meet and work together with local stakeholders, and the success of NRF in engaging local stakeholders. On the other hand, the HSP found difficulties in setting up their aims and roles; they could not identify clearly the power relationship between the HSP which is a non-statutory partnership and other pre-existing partnerships which is statutory partnerships.

Evaluation of the institutional design of the HSP set up by the Hackney council

The structure of the HSP was not positively evaluated by the HSP members. However, the HSP members positively felt that the members of the HSP include wide range of key organisations and did not have difficulties to engage those members. Almost half of the HSP members thought that the current HSP is not an effective decision making body.

Analysis of the institutional design of the HSP set up by the Hackney council

In respect of the institutional setting, the HSP consists of several groups, namely, HSP forum, HSP steering group, Thematic and Geographic sub-groups, and Sectoral forums. The HSP steering group is the management body, which is composed currently of 14 members. HSP forum is the decision-making body, which has currently 50 members, of the HSP family group. The Hackney council involved many local stakeholders in the HSP for directly sharing the HSP activities. Because

According to the results of the questionnaire survey, members were not sure that they produce a sufficiently high quality of consensus. This may be because most HSP members thought that they need more discussions to resolve conflicts, and they believed that each member insisted on promoting their individual interests, rather than public benefit, for the decision making.

Analysis on reflecting the needs and reaching consensus

Although the HSP members faced conflicts in the meetings throughout the period of my one year observation, the HSP members basically accepted the proposals of the council. Furthermore, the Hackney council could not use the opportunity of the HSP meeting for re-building a positive relationship with the voluntary and community sector organisations. For instance, the Hackney council arrived at an agreement with the HSP members concerning the method of the NRF allocation, yet the voluntary sector organizations accepted it without understanding it. The voluntary sector insisted later that the method was not acceptable after the amount of the NRF was reported by the council. The local council had doubts concerning the capacities of the voluntary sector organization for the strategy making or the budget allocation, due to their behaviour and inadequate preparation for each meeting. The voluntary sector representatives felt a considerable degree of frustration about the way in which the HSP was run, even if they thought that this opportunity was useful in reflecting local needs. Thorough out the period of my observation, strong emotions of the past relationship, lack of understanding of technical information and destructive pattern of behaviour affecting the decision-making could be observed.

With regard to the decision-making approaches, as mentioned before, the local council seemed to take the HSP meeting as an opportunity to consult or involve proposals of the council. As an example of the decision-making, in case of the NRF allocation, most voluntary and community sector representatives basically took the competing approach when the area of the NRF allocation was under discussion; however, the Hackney council also took a competing approach and made

decisions by exploiting the power difference.

- **Contribution to the benefit of local residents**

Two-way communication between the HSP and local residents

The HSP was one of the best LSPs in terms of the accessibility and openness to local people. However, the evaluation of the HSP members was not so positive. Some reasons were that the Hackney council involved as many members as possible in the HSP family group but they did not proactively reach local residents. The representatives of voluntary and community sector organisations in the HSP reached consensus within the HSP, the voluntary and community sector organisations were not unified, and some voluntary and community sector organisations had a negative relationship with others. Therefore, if the HSP members think that their way of communication mechanism with local residents does not work, they should re-develop it.

In terms of the output of the HSP, the HSP faced difficulties in producing tangible output. One of the main reasons was that, like other LSPs, the decisions for areas of the NRF allocation were made by too democratically rather than strategically under the limitation of time and resources. Moreover, the geographical or social conditions of Hackney caused difficulties. A major problem is that Hackney is heterogeneous in terms of the ethnicity and religion and is the place of arrival of asylum seekers and refugees. Under such circumstances, Hackney has always found it difficult to show effective output.

Chapter 7 Camden Local Strategic Partnership (CLSP)

each sub-group consists of various members, it encounters difficult in communicating within a sub-group and between other groups in the HSP. The HSP needed to establish communication mechanism within the HSP.

- **Two-way communication within the HSP**

Evaluation of the effects of the two-way communication

The HSP members thought that the decision-making process has transparency. It could be said that the capacity of the HSP members generally developed by participating in the HSP activities, although they negatively evaluate their structures of the HSP. Although they had difficulties in accessing information for the decision making, they were able to learn and share different opinions of other LSP members. More than 60% of the HSP members felt that they did build up networks with other members and almost half of the HSP members thought that they could build up trust with other members.

Analysis of the two-way communication

In practice, the Hackney council seemed to use the meeting of the HSP forum as an opportunity of consultation or involvement. During my observation, the steering group played a key role in the HSP. There was serious antagonism between local council and voluntary sector organizations. This related to the past experience of working together. In the HSP, there were political discussions as to who should take control of HSP, especially at its initial stage. The first job for the HSP was to build up the atmosphere of trust and cooperation between the HSP members in order to promote a positive relationship. However, as meetings progressed, the Hackney council and the voluntary sector organizations had conflicts, which were not substantive issues for neighbourhood renewals.

- **Reflecting the needs and reaching consensus within the HSP**

Evaluation of effects of reflecting the needs and reaching consensus

7.1 Introduction

The CLSP, Camden Local Strategic Partnership, has a similar structure to the WLSP; but the CLSP employs a different type of discussions in the decision making processes. Section 7.2 refers to institutional setting established by the ODPM and institutional design implemented by the Camden council, considered as preconditions of producing the output of the CLSP. Section 7.3 and Section 7.4 analyse the two-way communications between the CLSP members and the decision-making of the CLSP. Section 7.7 discusses the benefit to local people.

7.2 Preconditions of the CLSP approach

This section analyses the institutional setting set up by both the ODPM and the Camden council for investing discussions in the decision making process and the output of the CLSP.

● Analysis on institutional setting established by ODPM

Compared with the attitude of council officers in other LSPs, Camden council officers were more welcoming with regard to guidance of ‘a New Commitment of Neighbourhood Renewal’ than those with traditional approaches. The voluntary members of the CLSP pointed out the fact that various people coming together and working together was one benefit of the LSP. The CLSP members described the advantages as follows.

CC1¹¹⁸: I think, in terms of strength of the LSP, it brings key providers around the partnership table to look at overarching agenda which isn’t necessarily focused on one thematic area which they will or may be interested. So you have to have council, statutory sector and

¹¹⁸ In this chapter, Abbreviations show the sector which the interviewee belongs and the number identifies different participants; C: CLSP participants, C: local councillors and local council officers, S: Statutory sector representatives, P: Private sector organisation, and V: Voluntary and community sector representatives.

voluntary sector, and we are not looking at areas that we traditionally look at. That is real benefit of the LSP.

CV1: I realize that central government was thinking that perhaps this local strategic partnership would be the element that allows local people to have a say in the local politics.

In regard to the disadvantages of the LSP approach, Camden council officers set up the role of the CLSP, and established it in the context of the Camden borough. The Camden style is slightly different from that which the government later required. CLSP members were concerned with the recent policy change of the central government.

CC1: LSP, NRF and Neighbourhood renewal strategy were unusual central government policy.

Maybe LSP was less so. Particularly NRF came with absent guidance. ... And that was welcomed by local council setting up their agenda and forming LSP etc. But now there has been definite policy changes whereby central government has much more to say, "This is what we want to deliver", "This is the guidance", and "We are trying to standardise NRF programme", and they want to much more hands on about how either LSP is operating or NRF is delivering that is shown by increased or influenced floor targets and performance management framework.

CS1: One of the problems is that it is a quite new idea, ... but ODPM sometimes changes their mind through time. Only now, after couple of years of the LSP, they said, "Can we start to see the difference in deprived areas?" That is a different concept within the same guideline.

In contrast with other LSPs, Camden council officers welcomed the paucity of government guidance concerning the LSP. Because of this, the CLSP was established by Camden council in a distinct Camden style. In this respect, the institutional setting set up by the ODPM affects the way of establishing the CLSP. As mentioned by one of the CLSP members, the change of the purpose of the LSP led by the ODPM also impacts on the way of working of the CLSP.

● **Review of institutional design of CLSP set up by the council**

The situation of CLSP is different from that of the other LSPs in that, Camden council seems to seek to maximise the performance of Camden council through their control of CLSP, rather than to maximise the performance of the CLSP itself. Camden council made a draft of the “Terms of Reference” and obtained the approval of the CLSP members in 2002. “Terms of Reference” of CLSP states:

Camden's LSP takes a 'lean and strategic' approach. It concentrates primarily on neighbourhood renewal and has a relatively small number of members, representing key sectors in Camden. This approach reflects the fact that Camden already had many strong pre-existing partnerships dealing for instance with crime, health, and education. For the same reason Camden's LSP has chosen not to set up thematic sub-groups which would duplicate existing partnership activity. However, many LSP members are already involved in those other local partnerships.

(Camden Council, 2003)

As can be seen above, the nature of the CLSP is lean and strategic. This seems very far from the aim of the government guidance, which suggests an inclusive and collaborative way of working together with local stakeholders at a local level, although the aims of the CLSP include to strategically improve deprived areas.

As seen in Table 7.1, for the council, the aim in setting up the CLSP is clearly to complement pre-existing partnerships. The CLSP has a single structure body. The CLSP has the smallest membership of the four LSPs, currently standing at fifteen. The current membership is made up as follows: statutory sector: 7, private sector: 2, and voluntary and community sectors: 6. The CLSP contains a higher proportion of statutory agencies than other LSPs. Both of the two private sector representatives are from local area partnerships, and one representative in the voluntary sector is from a housing association. The chair of CLSP is the leader of the Council from the controlling Labour party. The CLSP meets six times a year. As can be seen later in this chapter, although the structures of both the CLSP and the WLSP are similar, the different purposes and the selection of memberships affect the discussion in the decision making for neighbourhood renewals.

Table 7.1 Institutional design of CLSP¹¹⁹

Camden	
established and accreditation by GOL	March 2002
preparation stated from	
Chair	The current leader of Camden council
Current chair	Leader of council [Labour party]
period of LSP members	
membership	[New Membership] an existing member has to put forward a new member's proposal, then majority vote by existing members
Decision making	Any decisions or agreements necessary will be arrived at by show of hands called by the Chair at meetings. When the partnerships is split in equal numbers the chair will have a casting vote.
Accountability and openness	1) Website (agenda and minutes of meetings), 2) all LSP meetings are open to the public
Frequency of Meeting	every 2 months
No. of LSP members	16
LSP Members	Currently 15 members (1: vacant) Statutory: 7 Business: 2 Voluntary and community: 6 Business Behind Camden Camden Housing Association and Co-op Forum Camden Primary Care Trust Central London Learning and Skills Council Employment Service Holborn Business Partnership Joint Chair of Governors London Borough of Camden London Fire Brigade Metropolitan Police Network of Newtorks (4) University College London
(Sub) Working Groups	
other	Camden's LSP takes a 'lean and strategic' approach. It concentrates primarily on neighbourhood renewal and has a relatively small number of members, representing key sectors in Camden. This approach reflects the fact that Camden already had many strong pre-existing partnerships dealing for instance with crime, health, and education. For the same reason Camden's LSP has chosen not to set up thematic sub-groups which would duplicate existing partnership activity. However, many LSP members are already involved in those other local partnerships.

¹¹⁹ Adopted by the handout of the board meetings of the CLSP

● Evaluation of the institutional design of the CLSP

This section evaluates the institutional design of the CLSP set up by the council based on the result of the questionnaire survey. In respect of the CLSP structure, as shown in Figure 7.1, the CLSP members were divided as to the appropriateness of the structure of the CLSP.

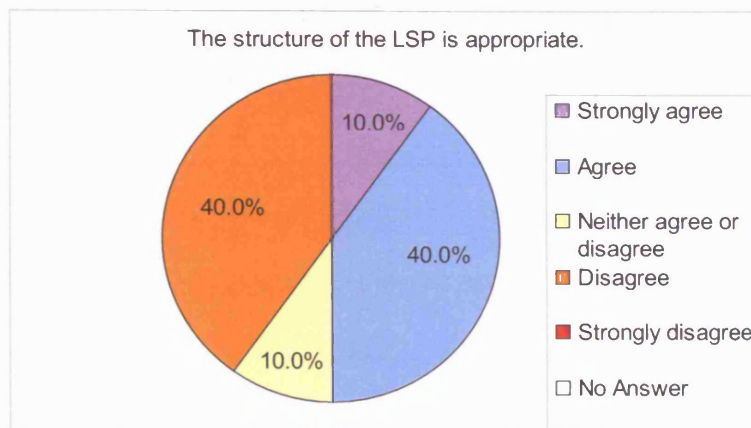


Figure 7.1 (Source: Author)

Although the membership of the CLSP is small, the CLSP members did not think that the CLSP do not include a wide range and various key organisations. Also, the CLSP did not encounter difficulties when engaging the key organisations. It could be said that the council selected most members of the CLSP from organisations who worked with the council. (See Figure 7.2 & 7.3)

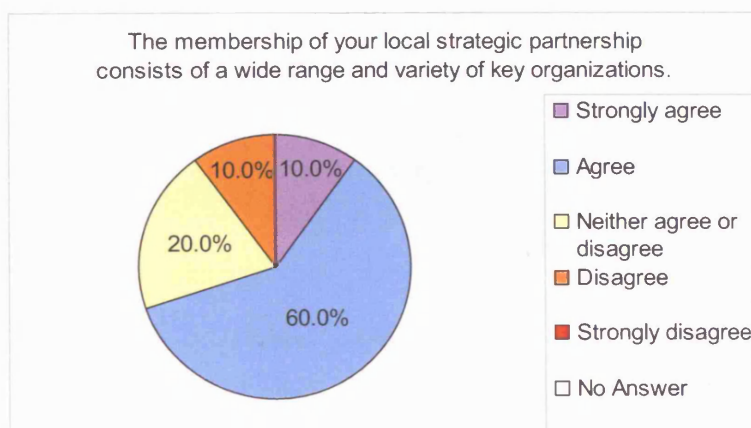


Figure 7.2 (Source: Author)

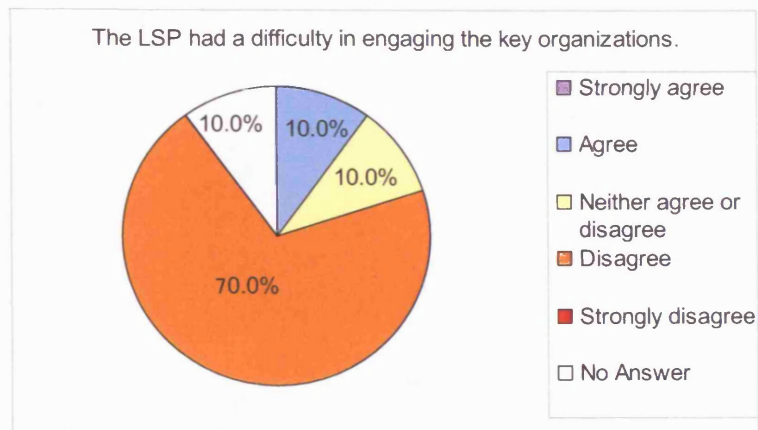


Figure 7.3 (Source: Author)

As can be seen in Figure 7.4, 70% of the CLSP members felt that the frequency of the CLSP meetings was appropriate. However, as shown in Figure 7.5, 60% of the CLSP members did not think that the current LSP is an effective decision making body.

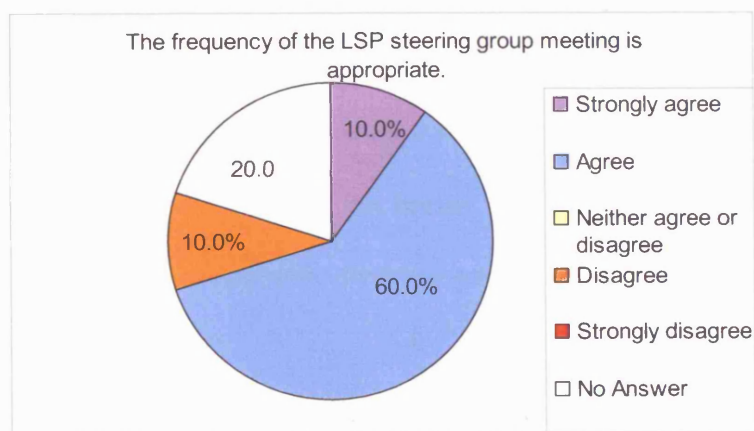


Figure 7.4 (Source: Author)

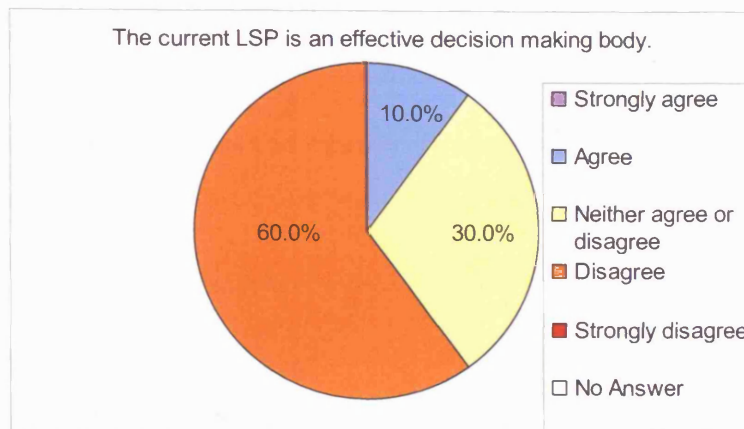


Figure 7.5 (Source: Author)

● Analysis of the institutional setting of the CLSP

CLSP members discussed the institutional design of the CLSP. The Camden council officers explained the unusual Camden style of the LSP here:

CC1: the CLSP took a way 'lean, mean, and strategic'. ... The challenge of the LSP is to add value to decision making and facilitating partnership working, and exchanging ideas, and joined-up services. But, that happens outside of the CLSP. The crime and disorder partnership and health partnership are doing that anyway. ... Of course the CLSP needs to be accountable and transparent and that sort of thing, but equally community strategy and neighbourhood renewal strategy, and NRF should work effectively across those areas.

One of the issues was the extent to which CLSP members accept this Camden style approach. According to the interview survey, because the CLSP members came to the meeting having studied the government guidance for the LSP, the initial members of the CLSP were not able to accept practice not in accordance with it. Some conflicts were identified. Because only the Camden council

would know the role and prioritised strategies of the CLSP in the context of the performance of the Camden council, the CLSP members did not have an overall view of how the CLSP works. From the perspective of the CLSP operation, the CLSP members from the statutory sector commented:

CS2: I think it is fair to say Camden have a particular view. I have my experience in Camden and I have to say that is not great. I am not so sure that Camden's approach is the typical approach of LSP, and I think that is not a good model. ... If you have partnerships that existed before the LSP, you should stitch them together. ... Those groups are not in liaison each other, and they are not liaising with the LSP. If they work together, I think that is greater synergy.

CS2: You have the LSP here and you have the NRF management group here. Yes, I understand that it is not appropriate that the LSP steering group considers almost everything. But, it is difficult to see the link between the LSP and what happens in the management of NRF.

CS1: It does seem to me that when council were told to set up Local Strategic Partnership, they were not there to duplicate anything already in place. It is difficult to find out what other activities are going on.

As can be seen above, some statutory sector representatives are doubtful as to whether the Camden-type LSP is the best way of working for deprived areas in Camden. The least that Camden council needs to do is to share its view on how the CLSP should operate in the context of the performance management of Camden council, and to provide information which the CLSP members need. The strong leadership of the Camden council is not accepted by other CLSP members. In this

aspect, voluntary sector organizations also mentioned:

CV2: I think when CLSP started, I could say [the current chair] set up 'lean mean strategic' machine. That's why where we are now. Camden is very much top-down.

CV2: Most of the time when I go to the meeting, in fact, nothing comes out. It is not beneficial at all. I don't think people see the LSP as a different approach from traditional approach. ... People cannot be enthusiastic about it.

CV2: We already have a lot of thematic partnerships in Camden. There is no connection among them. ... There are a lot of works done by sub, or thematic partnerships which should come back to the LSP. Because of that, in CLSP, especially statutory agencies and voluntary and community sector organizations are not informed and involved.

CV1: LSP has a potential but how can LSP supposed to do that? Our council doesn't properly allow to use this opportunity. ...Where is the mechanism to support LSP? We cannot speak for other groups. ...That is not democracy.

As can be seen, the CLSP became a dead letter for involving local stakeholders and reflecting their needs. With the exception of the council officers, the CLSP members did not exchange and share significant quality and quantity of information for establishing their strategy for improving deprived areas, and they did not clearly see their role in the context of the CLSP working.

To sum up, the institutional setting set by the ODPM affected how the CLSP established the CLSP

approach. The CLSP had a single structure body with few members; and there were no connections between the LSPs and thematic partnerships. The level of satisfaction with the structure of CLSP and the selections of the memberships was lower than that of the WLSP, which has a similar structure. The Camden council did not set up the CLSP considering social structures of local stakeholders for improving their deprived areas. Because Camden council established the CLSP structure as an adjunct for maximizing the performance of the council, the CLSP members were reluctant to accept its institutional design. For this reason, there were disparities in information between CLSP members. Only council officers have comprehensive information for neighbourhood renewal. Most CLSP members did not understand the role of the CLSP and encountered difficulties in properly discussing how to revitalize deprived areas. The manners of the Camden council for establishing the CLSP generated psychological concerns among the CLSP members. For this reason, it was questionable as to whether the way of the CLSP working is the best for their deprived areas.

7.3 Two-way communication of the CLSP

This section evaluates the effect of the two-way communication of the CLSP and analyses how the CLSP discussed the improvement of the deprived areas in Camden.

7.3.1 Evaluation of the effects of the two-way communication

Along with effects of the two-way communications developed in Chapter 3, this study explores the discussions in the CLSP in the decision making process in terms of the capacity building of the CLSP members.

According to Figure 7.6, 60% of respondents of the CLSP members assessed their decision making process as having transparency.

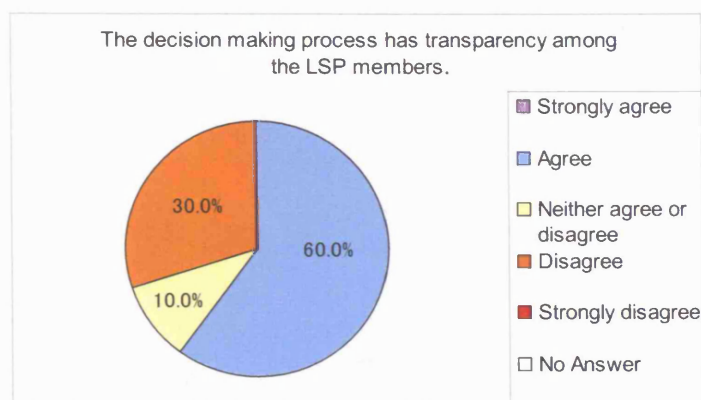


Figure 7.6 (Source: Author)

60% of CLSP respondents answered that they were able to access all information for decision-making; and most of the CLSP members learned and shared the opinions of other members of the CLSP. (See Figure 7.7 and 7.8)

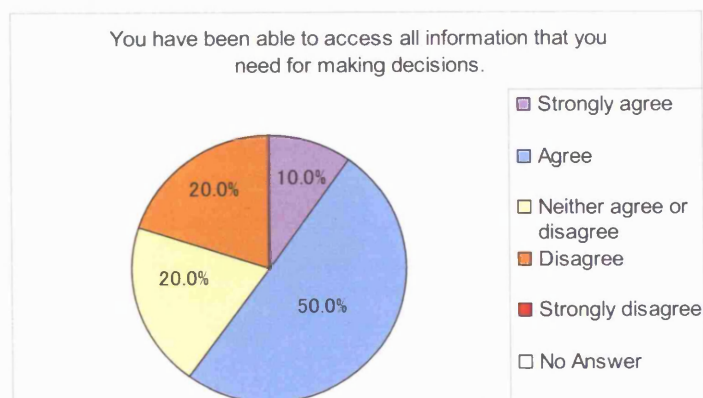


Figure 7.7 (Source: Author)

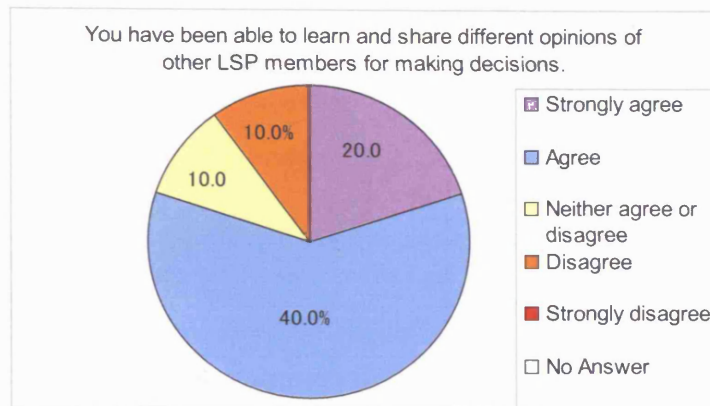


Figure 7.8 (Source: Author)

In Figure 7.9 CLSP members positively evaluated the development of the social relationships between the CLSP members.

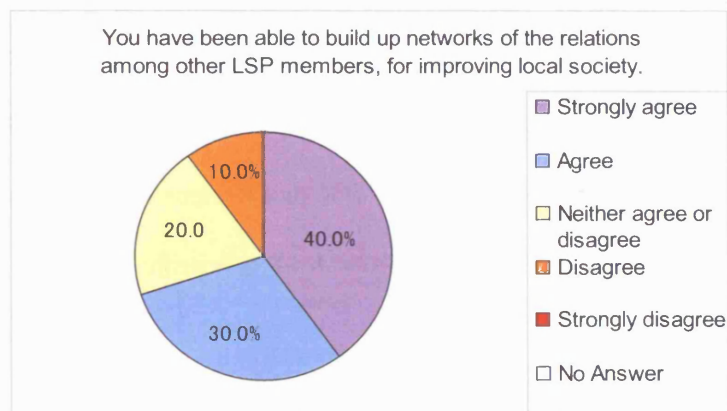


Figure 7.9 (Source: Author)

70% of respondents built up their social network and 60% of them developed trust among the CLSP members through the CLSP activities, as seen in Figure 7.10.

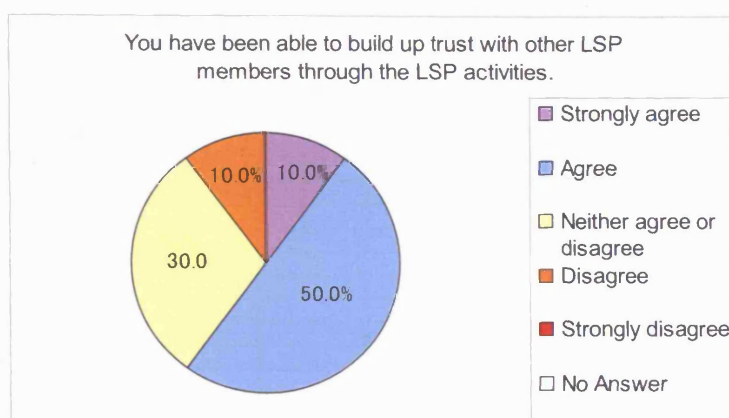


Figure 7.10 (Source: Author)

7.3.2 Analysis of the two-way communication

The CLSP members do not have serious discussions in the meeting, due to the style of the CLSP working. One of the CLSP meetings was analysed in order to understand how the CLSP members discuss the improvement on their deprivation areas. Table 7.2 shows the pattern of the contributions and dialogue in the meeting on the 8th Dec 2003. The pattern of dialogue in Camden can be taken as representative of all CLSP meetings. About 30% of contributions were from the chair, the leader of Council normally taking the initiative in the discussion.

Table 7.2 Dialogues in the CLSP meeting (Source: Author)

8th Dec 2003

	Proposing	Supporting	Disagree	Giving information	Seeking information	Building	Sum
LSP members							
London Borough of Camden, Chair	5			18	6		29
Metropolitan Police	1	1	2	2			6
University College London	1		1	2	1		5
London Fire Brigade							0
Jobcentre Plus							0
Primary Care Trust	3			7	1	1	12
Learning and Skills Council							0
Camden Housing Assoc. & Co-op Forum	3	1	2	2			8
Joint Chair of Governors		1		2			3
Network of Networks (N & N)				2	1		3
Network of Networks (N & N)	2		1	3	4		10
Network of Networks (N & N)							0
Network of Networks (N & N)		1		3	1		5
Observer							
Governemnt Office for London							0
Metropolitan Police				2			2
Network of Networks (N & N)	1	1		1			3
LBC				2			2
KITE				4			4
UCL							0
Camden Council officers							
Senior Policy Officer				2			2
Regeneration Manager	1			2			3
Head of Voluntary Sector Unit, LBC	1			2			3
Policy Manager, LBC							0
Assistant Chief Exective, LBC							0
	18	5	6	56	14	1	100

The agenda items of the meeting on 8 Dec 2003 were a) update on NRF, b) timing of LSP meetings, c) presentation on Kilburn area Action Plan, d) progress on community strategy, and e) government proposals for the accreditation process.

In agenda item a), the CLSP has the NRF management groups to which Camden council and the CLSP delegated authority for discussion. One of the council officers gave a presentation on the NRF progress which was discussed in the NRF management groups. In the presentation, the mid-term evaluation of the NRF and the NRF allocation process between 2004 and 2006 was reported. The CLSP members did not discuss the NRF allocation; they merely obtained information and followed the progress of the NRF matters.

In respect of the meeting time, agenda item b), the CLSP meeting is normally held at 10 am on Mondays. Camden council set the time to suit the council, and statutory and private sectors, but not the voluntary and community sectors. In this respect, the CLSP itself did not pay attention to involving local people and reflecting their needs. The voluntary sector representatives requested a change of the time from morning to evening in order to allow the maximum number of people the opportunity to participate. The CLSP members agreed that the CLSP meeting would be held in the morning and evening alternately. Another example which demonstrates that the CLSP have not paid sufficient attention to the openness and transparency is the fact that the CLSP has a web page in the Camden council website, but the information provided is not of the same level of detail and breadth as that of the WLSP and the HSP. For instance, local people were not able to view the terms of reference of CLSP, agenda of meetings, meeting papers and the minutes.

With regard to agenda item c), regarding the Kilburn area action plan, the council officers from the regeneration team and KITE gave a presentation on their tasks and achievements on that area. KITE is a partnership funded by SRB with the task of offering job opportunities, training courses and careers guidance to the local community. After the presentation, some voluntary sector members commented that although this project is important for improving the areas, a small survey that they had carried out in that area had revealed that local residents did not know about this project. The voluntary sector representatives asked that this programme be advertised.

- In agenda item d), about community strategy, the current community strategy was published in June 2001 which was before the CLSP was established. Camden's neighbourhood renewal strategy was established in September 2002. At the meeting, the CLSP members did not take an initiative on the NRF allocation. Some statutory members mentioned, during the meeting, that

current CLSP members did not have the feeling that they owned the current community strategy, because the shadow LSP members had signed it off. They discussed ways of establishing the process for developing a subsequent community strategy from 2006. So, because the CLSP members had no task at this stage, they did not play a role in the CLSP.

In agenda item e), they discussed the performance management framework of the CLSP. Although the government had proposed the performance management framework, the chair commented that “the NRU model was based on the view that the LSP sits at the top of the partnership hierarchy, which does not fit the Camden model”. Some statutory members agreed with the chair and mentioned that the NRU model focuses on the process, rather than outcome. CLSP members agreed that they would draw up their own performance management framework which would focus on the outcome. In this sense, the style of operation of the CLSP affects the items of discussions among the CLSP members.

As seen in Table 7.3, the Camden Councillors are in the centre of the discussion among the CLSP members; and the type of discussion is basically giving information. According to the questionnaire survey, as shown in Figure 7.11, 50% of CLSP members felt that one organization tends to dominate the LSP. The Camden council mainly informed the CLSP members of some progress or decisions, rather than the council mutually discussing issues with the CLSP members.

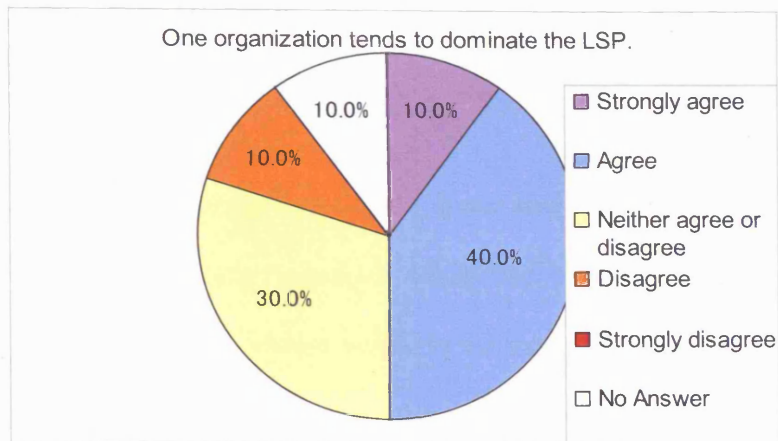


Figure 7.11 (Source: Author)

Several tensions in the decision-making process exist between the local council and the voluntary and community sectors. Although some conflicts relate to the substantive issues but most of them are the procedural and psychological issues. As can be seen below, there is differences in recognising the discussions in the CLSP between members. As pointed out in Chapter 2 and 3, the main reasons are that the CLSP members did not agree on the ground rules of two-way communications; that they do not share the steps of the decision-making; and that they are not provided with the appropriate information for discussions of the CLSP.

CC1: I do think everyone have an opportunity to speak. I can't think of anyone not participating in LSP. Should LSP meeting have more airy-fairly discussion about policy or strategy or that sort of thing? That is not gonna be something that the CLSP set up. Agendas are set up to get through the business to make decisions.

CV1: LSP is supposed to operate at the level which enable strategic decisions to be taken and it's close enough to individual neighbourhood to allow actions to determine at community level. This is not happening in Camden. The Camden council keep on saying, "Oh, well, do it

yourself.” But that is not the support from the council. The council needs to set up a proper official mechanism to do it.

CS1: We do have one member in the voluntary sector who is quite outspoken sometimes about the way of the LSP operation. Sometimes, I think [that member] is almost misunderstanding deliberately. [That member] always comes to the meeting, and say, “Oh! Have I had this paper?” But on the other hand, [that member] quotes some sentences from the government guidance. And I am sure [that member] understands what we are trying to do.

Camden council thinks that the CLSP is a sort of management tool for the better performance effectiveness of Camden council; however, voluntary sector members think that the CLSP should follow the government guidance to ensure a more democratic approach.

The following comments show the existence of procedural and psychological concerns among the CLSP members.

Local council

CV1: You know in national politics people still vote, but local politics, the vote is down about 30%. They have no mandate. This is the point. They are governing us without a mandate.

CV1: Camden doesn't even allow to have a word at neighbourhood level, despite of neighbourhood renewal programme. My view is they don't want to give a power to anyone. They are power mad.

CS3: Credibility of GOL is not high among local authorities. They do find GOL interventionist. They find them bureaucratic. This is what local authority think of GOL. There are great

reluctance of local authorities to LSP. The task of LSP is actually the task of the local authority. Government is justifying their existence.

Statutory sector

CV1: My experience is health, fire and the police have not thought those things either. It is not concern to them. They have a job to do, and they do well. Why should they think about it? They are very wonderful people, but do you really think they will listen my voice? Can you imagine that specialist will change their way of doing by the voice of amateur?

Voluntary and community sector

CS2: One of the problems is that the voluntary and community sector don't feel equal. They have a feeling they are less important than other members. I think that may be true.

CS2: If the voluntary and community sector conduct themselves with the appropriate manner, they have much to gain and contribute to the LSP and local society.

CS1: The voluntary sector basically they think they can own all of money for them. ... You have to understand that anybody who set up the charity can be very enthusiastic about some particular social problems, ... and many of the groups are so focused.

CV2: I normally receive the agenda of meeting a week before, and I need to mail out 27 members of steering group of our members and have to have a meeting. That steering group also has to have a consultation with the member of their organization. ... It is very sad that

people don't have a time to read the paper and have to go to the LSP meeting.

CV2: She (one of the voluntary representatives) doesn't want to be elected any more because what she said is ' "We are seen as the bad guy because we always say, "Wait a minute. What is it all about?" ' "

Both the procedural and psychological concerns in the two-way communication were investigated. One of the issues is the poor communication between the CLSP members regarding the operation of the CLSP. The CLSP members did not properly identify their roles in the CLSP and the tasks of the CLSP. Also, the unequal power between the CLSP members resulted from the way of working of the CLSP. This should have been approved by the potential members of the CLSP at the early stages of the CLSP activities. Furthermore, the lack of trust and strong feelings between Camden council and the voluntary and community sector organisations appear clearly. The voluntary and community organisations think that the council historically has taken the autocratic top-down approach, and they have been the victim of such an approach of the council. Like other LSPs, the Network of Networks, the representatives of the voluntary sector, has not developed their communication mechanism to their umbrella organisation. Some members pointed out that the voluntary members aim at maximising their private interests. This relational concern generated conflicts and affected the discussions in the board meeting.

7.4 Reflecting the needs and reaching consensus within the CLSP

This section explores how the CLSP make decisions. Firstly, the effects of the reflecting needs and reaching consensus are evaluated using the results of the questionnaire survey. Secondly, the difficulties and complexities in neighbourhood renewals are explored based on the results of the

interview survey.

7.4.1 Evaluation of reflecting the needs and reaching consensus

The questionnaire survey was conducted to explore the effects of reflecting the needs and reaching consensus. As shown in Figure 7.12 and 7.13, 50% of CLSP members thought that they need more discussion to resolve conflicts and to make decisions.

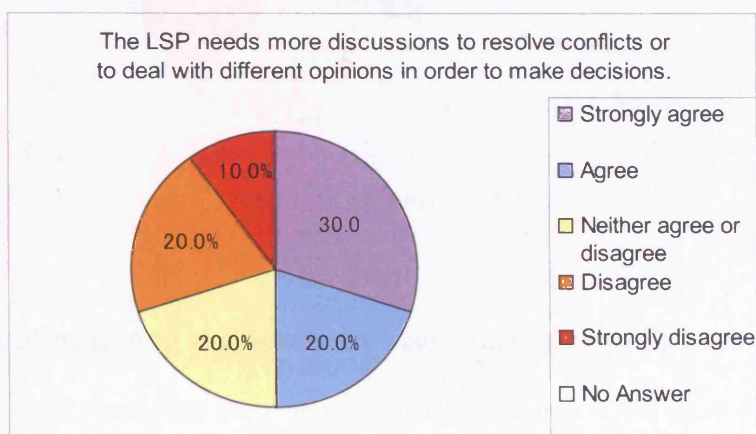


Figure 7.12 (Source: Author)

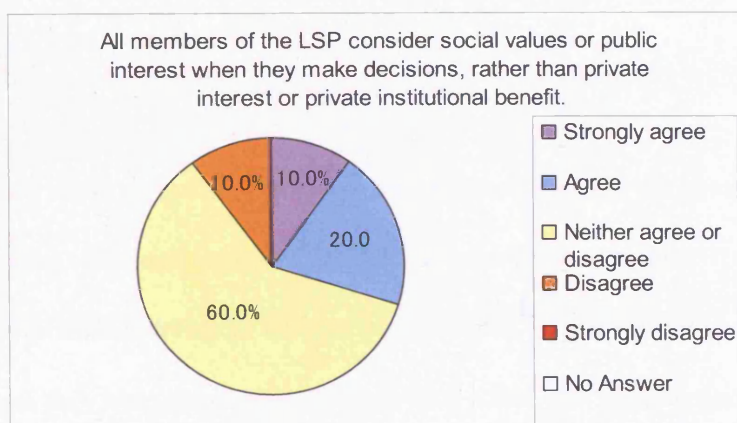


Figure 7.13 (Source: Author)

Also, 60% of the CLSP members did not believe that the CLSP members discussed with due

consideration of the public interests. Figure 7.14 show that the CLSP members could not consider that the LSPs produce a high quality of consensus.

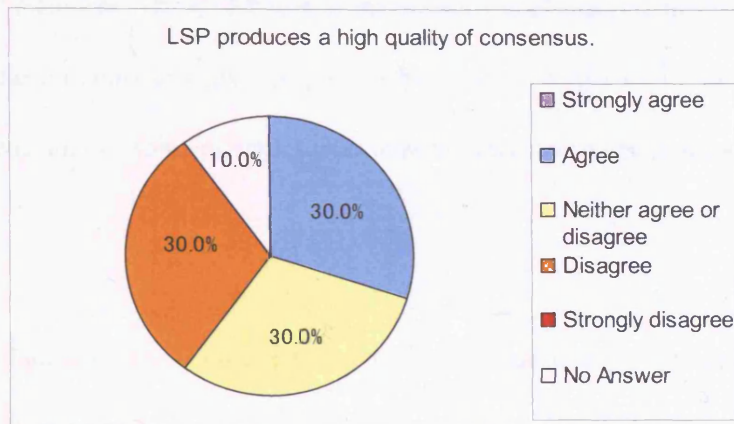


Figure 7.14 (Source: Author)

7.4.2 Analysis of reflecting the needs and reaching consensus

The interview survey found that the community strategy is one of the good examples of CLSP performance. As mentioned before, Camden's community strategy was published in June 2001, before the CLSP was established. The police officer who was the member responsible for establishing the current Community Strategy, and who was one of the CLSP members from the beginning of the CLSP, mentioned:

We started about community strategy. We published it before the government required by LSP making community strategy, and LSP delivers community plan. ... But what we were required to do was trying to take the target related to police within community plan and make sure they were cooperating with my own police plan in crime and disorder reduction partnership which involved in local authority as well.

As mentioned earlier, the community strategy was intended to fill the gap between the prioritised

strategies of each statutory partnership, and this caused the destructive pattern of behaviour of some members. There was also similar concern of the way of reflecting the needs and reaching consensus among the CLSP members. The CLSP was at the stage of implementing the NRF projects which follow the current community strategy. The police officer also mentioned some difficulties caused by the destructive behaviour of some members who were not involved in the process of the community plan.

The problem with that is they will continue to ask questions, What can I say? What can I do? and What decisions are they making?, until they are signed up. ... Some of them, like network of networks, may never take ownership of the targets until we reviewed community plan again. They need to have their input and targets. ... Once they signed up to them, they own them.

The Network of Networks was not involved in the process of developing the current community strategy, which does not cover the issues of the voluntary sector organisations. The Network of Networks representatives got frustrated with the current LSP working, and asked the CLSP members to increase the number of their members, in order to change the way of working. One of the CLSP members explained as follows.

CS1: If we talk about the balance of the membership, the only time we have had was when network of networks wanted to increase its membership from 4 to 6 or 8. We actually had a vote. And it was rejected by a large majority. ... That meant 8 of the 15 members would be from voluntary and community sector. And there was a real concern that they can just vote everyone down all the time. That is why we come to the tension between voluntary sector

and really everyone else.

Then, after several CLSP meetings, two members of CLSP resigned.

CS1: We lost two network of networks members. And they resigned from network of networks as representatives. Because they just thought that LSP is a talk show, the LSP doesn't bring anything to local society.

In the end, the CLSP did not adopt an inclusive and collaborative way of working. Of the four LSPs studied, only the CLSP experienced the resignation of some members. Later, another member from the Network and Networks also considered whether to resign from the CLSP. In this respect, the CLSP seem to lose substance. Unless CLSP members concur with the Camden style, they would experience unnecessary antagonism in the decision-making process.

The CLSP did not have serious conflicts in substantive issues for neighbourhood renewals, because there was no important decision making. The CLSP members did not discuss either criteria for evaluating the NRF or other issues for output of the LSP activities.

CS1: We are lucky in Camden. ... So we haven't had serious disagreements.

CV2: The reason our LSP are reaching consensus smoothly is that nobody is particularly interested and nobody actually read the paper in depth. ... In the end, nobody knows what they say and how they got the decision.

CV2: I don't think we do decision making in the CLSP. CLSP is a just discussion shop. For

example, community strategy we will review it for 2006. ... But Community Strategy does not mention about the voluntary and community sector at all. We were just involved in consultation. Targets in there are meaningless.

CV1: The way what Camden council is doing is rubbish. It's flawed. Government wrote something good but Camden has no intention whatsoever of making it happen. Camden doesn't even want to involve local community at all. This is the trouble.

As can be seen, although the voluntary sector representatives were not satisfied with the decision-making of CLSP approach, the CLSP members did made decisions without problems in most agenda items. The results of the interview survey show that the CLSP agenda does not require mutual understanding and collaboration for achieving the targets on neighbourhood renewal. In relation to the approach to decision making or to resolving conflict, this study indicates that most members seem to take the compromising, accommodating and avoiding approaches to decision-making. The representatives of the voluntary sector organisations complained about the ways of the CLSP working; two of them resigned their memberships and lost the seat as representatives of the network of networks. Some CLSP members will not even participate in the CLSP in the future; they might lobby against the local council.

With regard to the output of the CLSP, CLSP members learned a lesson from their experience of the NRF allocation. As mentioned before, the Camden council or CLSP members delegated authority of the NRF allocation to the NRF management groups. The NRF management group made decisions about the NRF allocation. The CLSP members approved their decisions. Issues would arise due to the communication gap between the board of the CLSP and the

management groups, in areas such as their strategy, and how to allocate NRF.

CS3: We set up the NRF panel and management group. Then we went down to the community.

These are the five priority areas. And what we have been able to do is we should be more prescriptive. We should actually say, "We will invite the bid for this type of work. This is what we want this area. You can bid the money. Who gonna get this money? Who wants this work done?".

CS2: What tends to happen is that they receive their funding allocation. ... They receive their bids. The bid goes to the commissioning panel. As far as I am concerned what they have done is they have commissioned very specific projects. If you have a limited amount of money if you simply say to everybody "if you have got an idea for education project, please send it to us. You have to demonstrate how those projects are going to contribute the floor targets. We will choose the project we want." The project that they choose is almost by luck, which might or might not be right and best projects.

To sum up, as discussed above, when the CLSP was established, the CLSP avoided duplicating tasks which Camden council already had. The CLSP is in the position of being a part of the mechanism for improving performance of the Camden council. Because of this, CLSP members tend to comply with the requests of Camden council, although some CLSP members are concerned with this way of operating. The poor communication in the institutional setting set up by the council generated conflicts between the CLSP members. Although decisions were smoothly made, they might not be sure that they produce high quality decisions in the CLSP. Most members seemed to take avoiding, accommodating or compromising approaches to the decision making. The

representatives of statutory sector organisations employed the rational political ignorance if the agenda items were not relevant to their policy areas. However, the procedural and psychological concerns caused conflicts between the CLSP members; especially between the local council and the voluntary and community sector organisations. The CLSP members were not very committed to reaching consensus. During the period of my observation, the members had little enthusiasm for neighbourhood renewal promoted by CLSP activities.

7.5 Contribution to the benefit of local residents

This section examines the contribution of the CLSP to local people resulting from two-way communication between the CLSP and local people and reflecting local needs. Both the questionnaire survey and interview survey were conducted in order to explore this.

Table 7.3 shows the extent to which the LSP secured accessibility and openness to local people. The CLSP did not proactively communicate with local people. Also, the CLSP did not provide information in cases where local people sought information about the CLSP.

Table 7.3 Accessibility and openness to local people (Source: Author)

For observing the board meeting	
The meeting date and venues	No
The time of meetings	Morning
For obtaining the information of the LSP	
Terms of reference	No
Meeting agenda	No
Meeting papers	No
Minutes	Yes
Accreditation	No
Performance management framework	Yes
For obtaining Community Strategy and NRS	
Community Strategy	Yes
NRS	Yes
Output of the NRF	-

● Two-way communication between the CLSP and local people

The CLSP members answered questions about the communications with local people. The answers of the CLSP members on whether the CLSP provided opportunities to choose strategies were divided, as seen in Figure 7.15. In Figure 7.16, only 30 % of the respondents of the CLSP thought that the CLSP was open to local people.

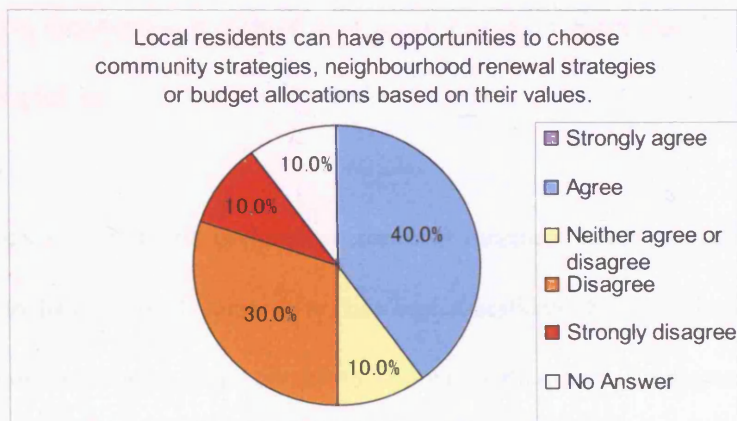


Figure 7.15 (Source: Author)

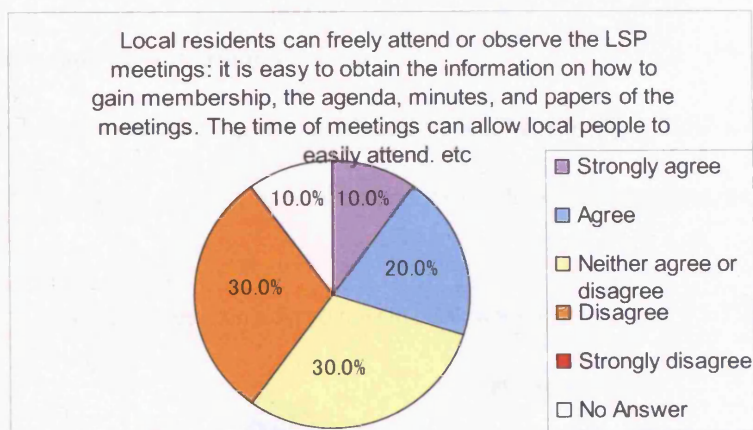


Figure 7.16 (Source: Author)

Although some members were from the voluntary and community organisations, they did not think that they had a role to play in addressing local needs. Although the following comment from the voluntary sector expresses a view that is commonly held across four LSPs, it implies that someone

needs to be responsible for establishing communication channels of the CLSP with local people, to influence the CLSP operation:

I am just a voluntary person who lives in Hampstead. It is not for me to say what Kentish town might have, Covent Garden might have, or Highgate might have. That is wrong. They need to have committees in each of these areas. Camden Council doesn't take anything in any meaningful way.

If a partnership approach is to be undertaken, the LSP members need to consider consultation methods in order to have a local voice. It is, however, questionable to use the voluntary sector organisations as communication channels of the public participation programme. It would be difficult for them to establish the two-way communication and to make decisions.

● Reflecting local needs into strategies

It is important to produce tangible outputs, which reflect local needs. The CLSP members wonder whether local people can build up trust in public services by the CLSP activities, as seen in Figure 7.17.

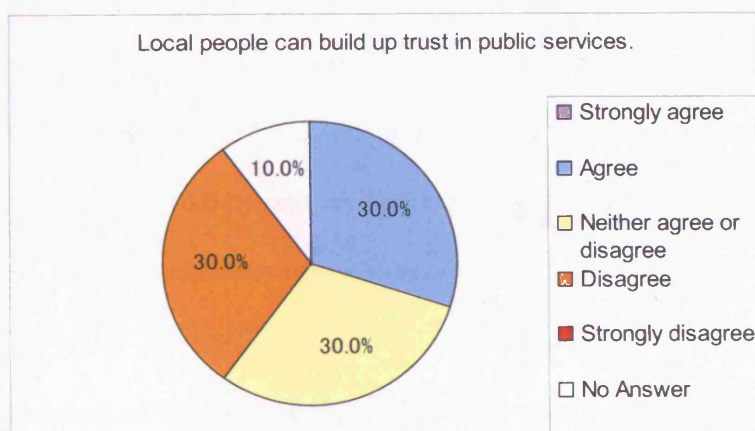


Figure 7.17 (Source: Author)

With regard to the output, because of the unique style of the CLSP, the Camden council officer mentioned:

I don't think that the strengthening of partnerships working in Camden should be judged upon the LSP. In some ways the analysis on Camden partnership working needs to look at the partnerships that link to all existing themes and prioritised partnership like health partnership or crime partnership or education and skills partnership etc. ...LSP cannot deliver anything by itself. It is not that sort of organization which is not a delivery body in that sense.

Also, some members pointed out that there were several difficulties in demonstrating tangible output from CLSP; for example, Camden council officer mentioned the qualitative features of NRF projects.

We put a lot of effort into performance monitoring in terms of outputs. We will put more effort into that. But equally, that is driven to some extent by the type of programmes you have. If you want to have a sort of soft qualitative programme which is about capacity building and that sort of things, that is a lot harder to get quantitative output, for instance, job qualification, business start up. So there was a lot of money into capacity building, and that is a lot harder to monitor progress or output and to see the impact.

Because of the nature of the projects, the CLSP cannot quickly generate effects of the NRF. The GOL officer also mentioned that the NRF allocation would contribute to the benefit of local people

in different ways.

The problem that the LSP often faces is there are so many competitors who request the funding. CLSP members want to be seen to be fair to everybody, rather than say “We will support only these projects”. They find it easier politically to give many people smaller amount of money”. The problem with that is people are happy but it is difficult to show you have made real difference from that. ... Perhaps, small number of NRF projects help those people who are most disadvantaged.

Although, in general, the performance management model of the LSP suggested by the NRU in 2003 presented the annual review in a descriptive way, it may be difficult for the CLSP to comply with their criteria, in aspects such as the reviews of the delivery, partnership working and the improvement of planning.

Because the LSP is a collaborative, inclusive and strategic approach, some features of the outputs are; for instance, more emphasis on the capacity building, rather than producing the tangible improvement of the built environment, and decisions tend to be too democratic for taking strategic actions under the limitation of time and resources.

7.6 Conclusion

This chapter has examined the CLSP approach in terms of the preconditions of the CLSP approach, effects of two-way communication and effects of reaching the public interests and reaching consensus. The difficulties in obtaining such effects, as discussed in Chapter 2 and 3, were identified

and explored in the CLSP.

- **Precondition of the WLSP approach**

Analysis on institutional setting set by the ODPM

The features of the institutional setting set up by the ODPM were explored. Like other LSPs, CLSP members welcomed “A New Commitment to Neighbourhood Renewal” as opportunities which various local stakeholders work together for neighbourhood renewals. Because of paucity of government guidance, Camden council established the CLSP as a means of maximising the performance of the Camden council. This study showed that the institutional setting set by the ODPM affected the institutional design of the CLSP. There was also a mismatch between the LSP set up by the CLSP, and the style of LSP that the ODPM intended to establish.

Evaluation of the institutional design set up by the Camden council

Although it is controversial as to whether the structure of the CLSP is appropriate, most members felt that the CLSP consists of an appropriate range of types of stakeholders and it did not encounter difficulties in engaging them. Also, most members positively evaluate the fact that the frequency of the LSP board meeting is appropriate; however, they looked back that the current CLSP is not an effective decision making body.

Analysis of the institutional design of CLSP set by council

The Camden council set up the community strategy and neighbourhood renewal strategy before the CLSP was established. The Camden council established the Camden style LSP, referred to as a “lean and strategic” approach, in order to maximise the performance of the Camden council, rather than for involving local people and identifying their needs to the strategy. The CLSP has a single body

structure which has 15 members: statutory: 7, Business: 2, and Voluntary and community: 6. Compared with the WLSP, the CLSP had much smaller memberships even though the structure of both LSPs are similar. It seemed difficult to say that the CLSP members covered a variety of interests in Camden borough. Because of the unique aim of the CLSP, the CLSP members had difficulty in determining the role of the CLSP and its members.

- **Two-way communication within the CLSP**

Evaluation of the effects of the two-way communication

In terms of the capacity development of CLSP members, effects of the two-way communication were examined. 60% of the CLSP members experienced transparency. Most CLSP members felt that they were able to access all information, and they needed and learn and share different opinions of other LSP members. Furthermore, most CLSP members developed their networks among themselves and build up trust with other LSP. The CLSP members positively evaluated their capacity development resulting from participation in the CLSP activities, even though they had reservations about the way of the CLSP working.

Analysis of the two-way communication

The CLSP members faced difficulties, discussed in Chapter 3, in the two way communication between CLSP members. Because the CLSP did hold discussions about establishing community strategy and the neighbourhood renewal strategy, conflicts in the ideas for improving deprived areas were rarely generated. Some CLSP members wondered why they were involved in the CLSP. They were not aware of the existence of a difference between the style corresponding to government guidance recommendations and the Camden-style of the LSP. Poor communication between the Camden council and the CLSP members caused the conflicts. This should be resolved at the early

stage of the CLSP activities. Procedural and Psychological concerns were observed in the board meetings, even though the agenda items did not require serious discussions. The antagonism between the Camden council and the voluntary and community sector organisations were caused by the strong feelings and misperceptions of past experiences, unequal power and authority in the partnerships under the CLSP. For example, some CLSP members seemed to deliberately disrupt the discussion, because they distrust the council. One of the voluntary representatives who had different views on the CLSP working criticised the way of the CLSP which Camden council established. Two voluntary sector representatives resigned their positions in the CLSP, because they did not find any benefit from joining the CLSP. It is important for planning officers to assess psychological concerns, and to have strategies in place for handling such concerns, during the procedure of the strategies making for neighbourhood renewals.

- **Reflecting the needs and reaching consensus within the CLSP**

Evaluation on effects of reflecting the needs and reaching consensus

According to the results of the questionnaire survey, because the CLSP members did not properly discuss their substantive concerns for improving the deprived area, it seems that they were not sure that they produced a sufficiently high quality consensus throughout the discussion in the board meeting.

Analysis on effects of reflecting the needs and reaching consensus

Most decisions were smoothly made in the board meeting. In the board meeting, the council provided most information or proposals; and other members of the CLSP understood or accepted them. There were no serious conflicts between members on the substantive issues for the neighbourhood renewals, but neither was there collaboration. Because of the given roles of the CLSP,

most CLSP members seemed to adopt avoiding, accommodating and compromising approaches in the CLSP, rather than competing and collaborating for a better output. Even though the LSP is a new opportunity for the voluntary and community sector groups to discuss how they might improve their area, it seems to them to be the same approach as before. The CLSP was not a forum for the decision-making for the CLSP members.

● **Contribution to the benefit of local residents**

In terms of the contribution of the CLSP, my observation leads me to conclude that, the CLSP provided much less information about their activities to local residents than the WLSP and the HSP. It was difficult for local residents who had interests in neighbourhood renewal to obtain information and to observe the CLSP board meeting in action. The communication channel for reaching local people, which the CLSP had available, was the voluntary and community sector representatives. In terms of the capacity of the voluntary sector organisation to understand or unify local needs, the CLSP needs to establish better communication methods so that local needs can be better reflected into the output of the CLSP activities.

With regard to the output of the CLSP projects, the Camden council officer mentioned that because they were funded for capacity building, it was too early to evaluate them. However, some members felt that, as the NRF projects were chosen by chance, the CLSP could have come up with a better way of dealing with the NRF allocation, such as discussing the criteria for evaluating the area of the NRF allocation. It would be necessary for the Camden council officers to re-consider the strategic action of the CLSP.

Chapter 8 Lambeth First (LF)

8.1 Introduction

The LF, Lambeth First, is the title of the LSP in Lambeth. Like the HSP, the LF consists of a steering group, a partnership board, and several thematic groups. During the period of my examination of the LF, one of the noteworthy features of the LF was that Lambeth council involvement with the LF was rather passive, and that the voluntary sector organizations took the initiative in the LF. This chapter examines the board meetings of the LF in terms of how they discuss their neighbourhood renewals. Section 8.2 refers to the institutional setting established by the ODPM and institutional design of the LF set up by the Hackney council as preconditions of producing the output of the LF. Section 8.3 and 8.4 analyses the two-way communications and the decision-making of the LF. Section 8.5 explores the benefit to local residents.

8.2 Preconditions of the LF approach

This section explores the institutional setting of the LF established by both the central government and the Lambeth council.

● Analysis on institutional setting established by the ODPM

Most LF members pointed out advantages of this government programme similar to those reported by other LSPs. These include the opportunity to meet local stakeholders who are not familiar with each other, to understand how other local stakeholders work, to work together, and to exploit the financial advantage for neighbourhood renewal.

LS1¹²⁰: The advantage of the LSP approach is having agreed strategies with various partners in Lambeth borough. That makes us work to the same direction. And clearly there is an

¹²⁰ In this chapter, abbreviations show the sector which the interviewee belongs and the number identifies different participants; L: LF participants, C: local councillors and local council officers, S: Statutory sector representatives, P: Private sector organization, and V: Voluntary and community sector representatives.

advantage having access to NRF, which wouldn't be there without it. Also, there are some other financial advantages. We know people to contact and we can work together better.

LS1: Money talks. So people listen. And if you can use as much funding or leverage, it does persuade people to do different things more quickly than they might do otherwise.

LS2: What the LSP has done is the LSP has driven the creation of much stronger partnership working. So health and social care partnership is not just health. You can also see that the different providers work together, not independently working on all different issues.

LS2: I think the LSP bring statutory providers, community representatives and voluntary sector reps together in an effective way. And it will bring a good joined-up working. LSP gives opportunities for people to talk with people who don't normally talk with each other. It is good for networking.

LV1: You can meet people who don't usually meet.

LV2: It is an opportunity to think what other people are doing. It is an opportunity we did not have before.

On the other hand, some LF members pointed out some disadvantages. The LF did not have a community strategy and Neighbourhood Renewal Strategy when the LF was first established. From that time, the LF has developed their way of working, as well as having discussed the procedure of developing strategies. For this reason, the task and burden they had were intimidating. LF members pointed out the following difficulties in working together as the LF.

LS1: What I can think of is it takes time, and it is slower to get decisions, because we've got different partners involved.

LV2: We cannot expect something to work effectively.

LV2: In a couple of years we would probably know what works or does not work.
But we cannot estimate anything at all. We have to wait.

LS3: Basically LSP and NRF is not just patching over the cracks. LSP have to change significantly the way they work.

LV3: LSP is quite an abstract concept, and the general public are cynical.

LV3: There are floor targets from the government, and spending has to be measured. But there is no clear process involving the community.

Although the LF members mentioned that they viewed the opportunities to reflect their needs to their strategies as an advantage, they struggled to determine the role of the LF and to run it effectively.

● Review of institutional design of LF set up by the council

The LF consists of a steering group, a partnership board, and some thematic groups, as shown in Table 8.1. The partnership board deals with large strategic issues. According to the terms of reference of the LF¹²¹, the membership is between 21 and 26, but the partnership board currently has 27 members. Compared with other LSPs, the proportion of the memberships of the voluntary and community sector organizations in the partnership board was the highest, 15 out of 27. There are six

¹²¹ The terms of reference was one of the meeting papers of the partnership board on the July 2003

thematic groups in the LF, namely health and social care, housing and environment, employment and enterprise, community safety, education and learning, and social inclusion. These partnerships focus on the improvement of their delivery for tackling prioritised strategy. The community and the voluntary sector were involved at all levels of LF working. the steering group was underdeveloped and would optimally be about 10 members.

One of the features of the LF was the co-chairing system in the partnership board. Two voluntary sector representatives were in the chair simultaneously during my one-year observation. One chair played the role of chairing; the other played the role of networking between LF members. The current co-chairs are the leader of the council and a voluntary sector representative. The reason for the council officer not in the chair was not in chair was that the local council rarely showed interest in running the LF.

With regard to decision-making, the LF tries to reach a consensus. When consensus cannot be reached, majority voting is used. All LF board members received all of the minutes of the thematic partnerships as meeting papers of the partnership board. They were able to understand and follow the activities of an individual thematic group. The meetings of all groups of the LF are open to the public. In spite of this, the LF web site was not often updated, and the content was very meagre. For instance, the web site did not even contain terms of reference, and meeting date and venue, nor agenda and minutes of meetings. Moreover, during my observation of the LF, there were no links in the web sites between Lambeth council and LF, and the LF web address changed twice since the LF was established. Although the LF involves many voluntary and community sector organizations, the general public in Lambeth would probably have some difficulty in understanding the extent and scope of the LF activities and communicating with LF.

Table 8.1 Institutional design of LF¹²²

Lambeth	
established and accreditation by GOL	February 2002
preparation stated from	September 2001
Chair	Chair/Co-chairs must be elected by a majority of members of the partnership
Current chair	Co-chairs: 2 chairs from voluntary sector (Labour party held control of Lambeth by 2002 election, but now both Labour and Liberal democrat have same numbers of seat.)
period of LSP members	Appointments/Elections are for one year and are renewable.
membership	Where individual or group fails to turn up to more than two meetings in any twelve month period, without resonable causes, the group may consider alternativr representatives and their membership is deemed to have lapsed.
Decision making	Aiming to work by consensus. If it is not possible, a decision will be made through open majority voting.
Accountability and openness	There must be at least 50 percent of the LSP Board present in order to conduct an LSP board meeting. The minutes of the meeting is available on the partnership web. The meetings are open for the public to attend.
Frequency of Meeting	Board meetings will be held bi-monthly.
number of LSP members	
LSP Members Partnership Board	Membership of Partnership Board: Min 21- Max 26 Lambeth Council - Leader of Council Lambeth Council -Chief Executive Community Safety partnerhsip (2) Health Improvement Board Exec (2) Local Education Authority (2) Action for Jobs Steering Group Embryonic Business Network Registered Social Landlord Partnership Lambeth Council Lambeth Voluntary Action Council (3) Lambeth Multi Faith Group Tenants Council Town Centre Forums (5) Lambeth Voluntary Action Group (5)- BME, Older People, Disabled People, Refugees and Asylum seekers, Young people
6 theme groups	Health and Social Care Employment and Enterprise Education and Learning Communiy Safety Social Inclusion Housing and Environment
Steering Group	
other	Labour lost contol of lambeth after the local election of 2000. At this moment, A- liberal democrat and Conservative coalition takes control of Lambeth.

¹²² adopted by handouts by the board meetings of the LF

● Evaluation of the institutional design of the LF

This section evaluates the institutional design of the LF set up by the council based on the result of the questionnaire survey. As seen in Figure 8.1, the LF members were divided into two groups as to appropriateness of the structure of the LF.

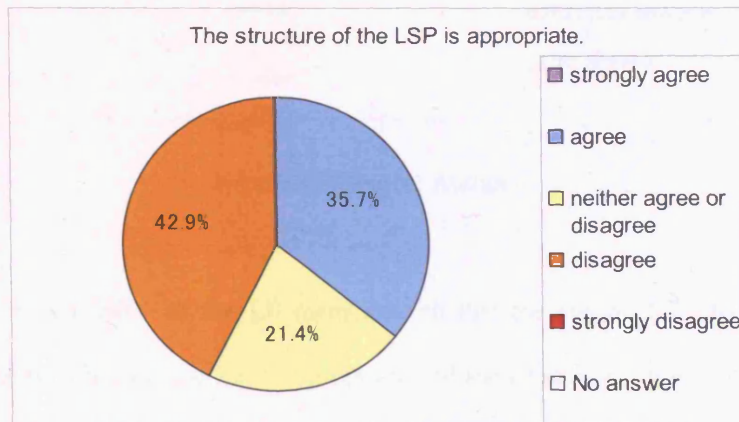


Figure 8.1 (Source: Author)

Almost all of the members of the LF considered that the membership of the LF consisted of a wide range and variety of key organisations; but they were not sure whether key organisations were easy to engage. (Figure 8.2 & 8.3)

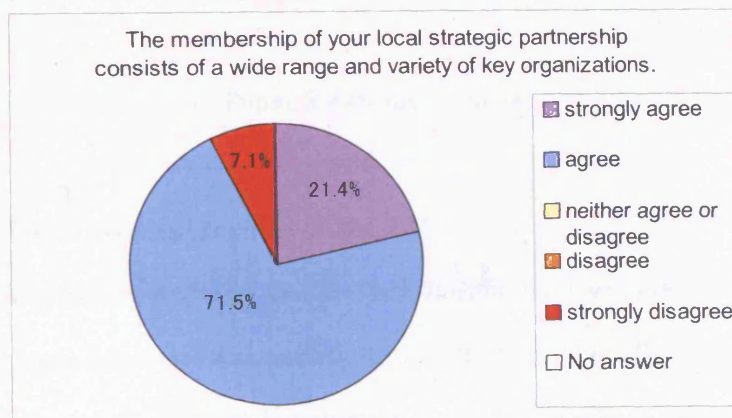


Figure 8.2(Source: Author)

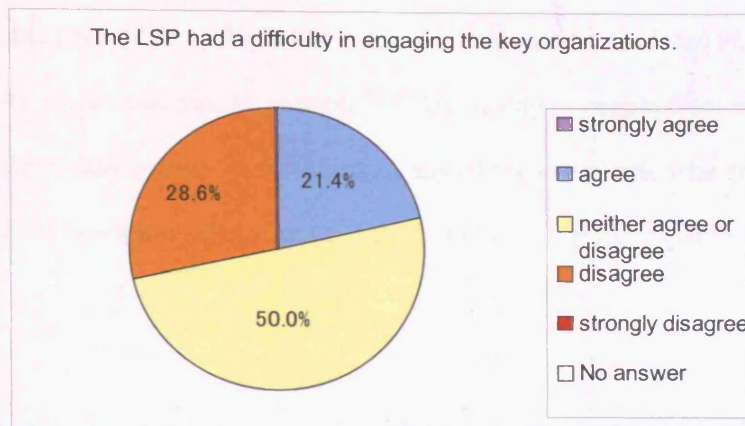


Figure 8.3(Source: Author)

As shown in Figure 8.4, 60% of the LF members felt that the current LF was not an effective decision making body: which is the highest proportion of members holding this opinion among the four LSPs.

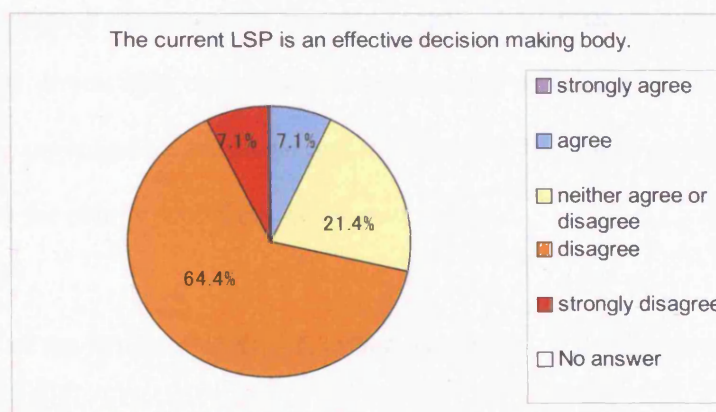


Figure 8.4 (Source: Author)

● Analysis of institutional setting of the LF

LF members explored the structure of the LF. They thought that involving various individuals and organizations was more important than making the LF effective, especially at the initial stage of the LF. This attitude reflected the current LF structure.

LS2: I think the reason the LF is so big is that we made a positive decision to involve as many community representatives as possible. ... The reality is people from statutory sectors are white middle class people. I can't think of any of the key people who are black or disabled or young. Do you know what I mean? I think it is very important that you have a good cross section.

LS1: I don't think it is particularly effective. 25 people are too many people to make decisions. But I think it is difficult too see how you can reduce it because I think it is important we have a wide range of organizations and community groups who are present. It would be very possible to have a small body. It would be easier to make decisions. But we wouldn't have that community involvement and I think it is worth paying. ...But that is the stage sometimes you have to go through. If you created a new organization, you have to bring people together. You get used to working together. You often have disputes and arguments with people. If you didn't get used to work together, you have to go through all to get high performing organization. Although that frustrates me, I do think we have to go through it. I think when the plan is published, we all get moving.

The major feature of the structure of the LF, unlike other LSPs, is the degree of independence. One of the members:

LS2: I think LF are quite independent from the council.

One of the reasons would be that the local politics affect the institutional setting. The GOL officer looked back at the process of establishing the LF:

The LSP started out very well because the council administration was Labour, which is very

much in favour of it. When the administration changed, the new administration which delivered the mainstream services wasn't engaging the LSP. That went on about a year. It damaged the LSP. ... But I think now the current council see the benefit of the LSP. In fact, the leader of the council is the co-chair in the LSP.

The next significant feature of the institutional setting is that the LF was premature, because of the degree of independence from the Lambeth council. The LF members discussed everything, such as the procedure to establishing strategies, the purposes of prioritised strategies, and the way of the LF working, in the board meeting. Some LF members think they need to define the role of partnerships in the LF and establish a proper communication mechanism within the LF family group.

LS2: The LSP board is the bottom. Some people believe the LSP is top, but actually it isn't. The LSP is just coordinating all different plans, ideas from all providers, community and specific interest groups so that the plan grows up at every level of the partnership. ...Once we get the communication strategy, partnerships will work effectively.

LS1: In terms of thematic groups, certainly in education, the group hasn't run long enough to have, really, a proper mechanism to feed into the board. But I think that will come in time.

It can be said that the leadership of the Lambeth council in the LF considerably affects the institutional setting and style of the discussion. Because it took time for the LF members to discuss and make decisions on their way of working, the institutional design of the LF was not fully developed at the time of my observation. Furthermore, they did not find a proper role for the LF and LF sub-partnerships. In fact, the LF members pointed out by themselves that the membership of the LF is too great; but they believe they can make high quality of decisions for neighbourhood renewals. Moreover, they felt that involving many people is a price worth paying for making strategy

neighbourhood renewals.

To sum up, the LF members see the LF as an opportunity to participate in the strategy making process for the neighbourhood renewals. Because the council kept its distance from the LF, the LF members encountered difficulty in establishing the role of the LSP and to run it. The style of the leadership of the council greatly affected the institutional design and the style of discussions of the LF. The LF consisted of the steering group, the partnership board and 6 thematic partnerships. 27 members were in the partnership board. The LF operated a co-chair system for the partnership board; both co-chairs being representatives of the voluntary and community sector organisations. In terms of the structure and effectiveness of the decision making, the LF members were not positive; however, they said they set up their way of working for establishing strategies on neighbourhood renewal in the LF. Some members said they could not reduce the numbers of the LF members, because they all are necessary for developing strategies.

8.3 Two-way communication of the LF

This section evaluates the effects of the two-way communication of the LF and examines how the LF discusses issues for neighbourhood renewals in Lambeth.

8.3.1 Evaluation of the effects of the two-way communication

According to the results of the questionnaire survey, it seems likely that the LSP members developed their capacity. As seen in Figure 8.5, nearly 65% of the LF members felt that the decision making process was not transparent. Furthermore, most of them did not get information that they needed decisions. (See Figure 8.6)

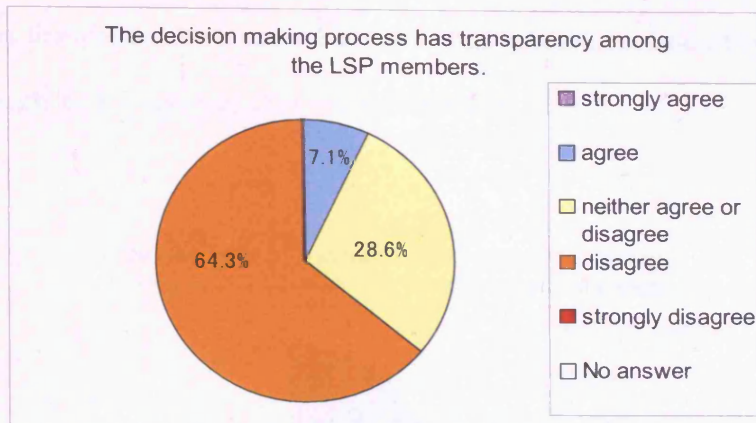


Figure 8.5 (Source: Author)

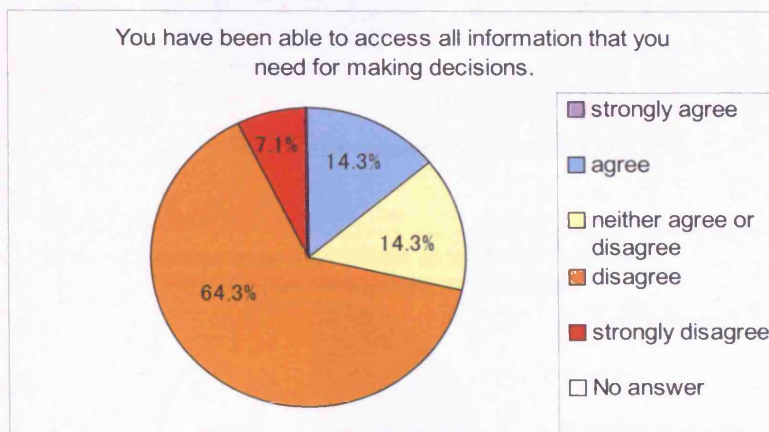


Figure 8.6 (Source: Author)

On the other hand, most LF members thought that they were able to learn and share other members' opinions. (See Figure 8.7)

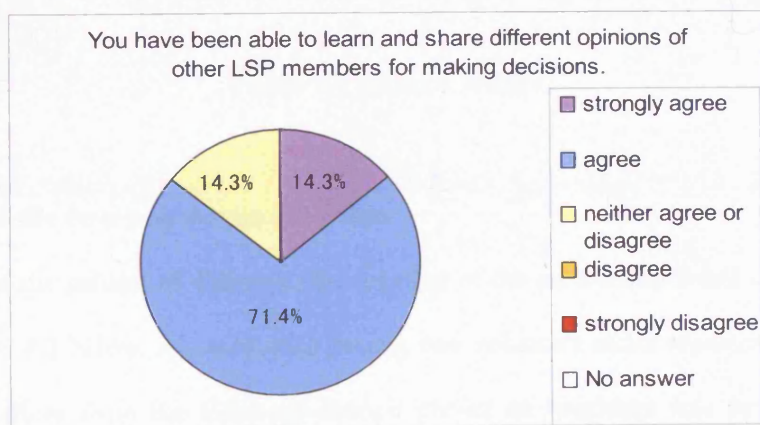


Figure 8.7 (Source: Author)

Most LF members thought that they were able to build up networks, relationships, and trust among the members through the LF activities.(See Figure 8.8 & 8.9)

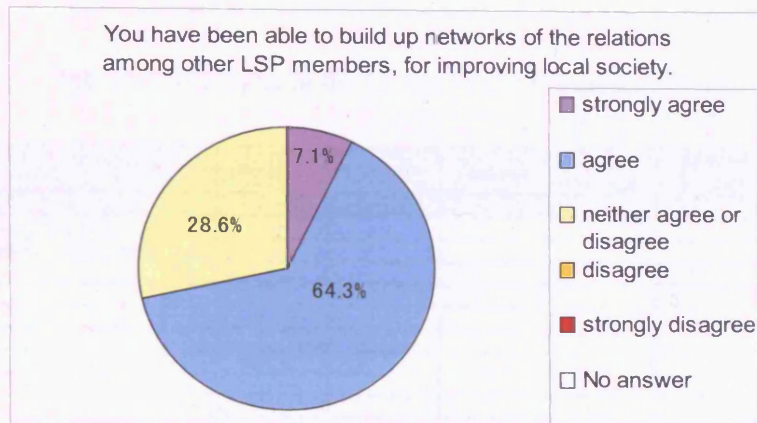


Figure 8.8 (Source: Author)



Figure 8.9 (Source: Author)

8.3.2 Analysis of the two-way communication

As an example of the pattern of dialogue, the meeting of the partnership board on 4th Nov 2004 is described in Table 8.2 below. As mentioned before, two voluntary sector representatives were in the chair: the LSP officer from the Lambeth council played an important role in providing relevant information. Unlike the WLSP and the HSP, few local council officers participate in partnership

board meetings in LF. All members of the LF participate equally and proactively in the discussions of the meetings.

Table 8.2 Dialogue in the LF meeting (Source: Author)

4th Nov 2003	Proposing	Supporting	Disagree	Giving information	Seeking information	Building	Sum
LSP members							
Lambeth Multi-Faith Action Group (Co-Chair)	2			26	8	1	37
Community Network - Disability (Co-Chair)		1		12	4		17
Lambeth Council - Cllr				1			1
Lambeth Council - Cllr	1	2	2	3	1		9
Lambeth Council-Cllr				1			1
Lambeth Council	2	1		3	4	1	11
Lambeth College				2	1		3
Metropolitan Police				1			1
Lambeth PCT		2	3	3	2		10
Tenants Council		1		2	2		5
Metropolitan Housing Trust		1	2	2	3		8
Job Centreplus				1			1
Business Community		1		2	1		4
SBEG							0
Norwood Partnership Board					1		1
Streatham Partnership Board				1			1
Clapham & Stockwell Town Centre				1			1
LVAC	1	1		4	1		7
CEN - Voluntary Sector				3			3
CEN				2			2
CEN- Voluntary Sector			1	3	1		5
CEN - Older People		1		1			2
CEN - Black and Minority Ethnic Community				4	1		5
Independent Living and CEN				1			1
Observer							
Lambeth Council - Cllr				1			1
Lambeth Compact				5			5
Pool of London				4			4
Pool of London				5			5
SEBG							0
Unknown							0
Unknown							0
Lambeth Council officers							
Director of Community Council				4			4
Lambeth Council				1			1
LSP manager				27			27
Democratic Services							0
	6	11	8	126	30	2	183

The LF members tended to discuss decision-making procedures in every case. This can be seen in the partnership board meeting. The agendas on the 4th of Nov 2004 consist of: the election of co-chairs, the update of the LF website, the report on City Growth Strategy, the update of the Lambeth Community Plan, and the update of the Lambeth Compact.

The members discussed how to secure a fair and democratic process of the election of co-chairs. In the end, they agreed on the same method as they used in a previous year, which was majority voting. This is one of the examples which demonstrate that they seriously discussed the procedure.

For the item about developing the LF website, the Lambeth council officers explained that a non-profit organization located in Lambeth would provide it. This organization was one of the members of the groups in LF. The question and answer session was followed by a presentation from this organization. Apart from questions which were relevant to their presentation, some people were concerned that the process for choosing a provider, including the procurement process, was not competitive. The communication subgroup and steering group had discussed this issue in advance, but the partnership board was still concerned about this procedure. This was another example of LF members showing concern with procedures.

There was also a presentation on the City Growth Strategy by a regeneration agency, named as London South Central, which covers three wards in Lambeth and four wards in Southwark. The City Growth Strategy is a national pilot scheme which offers a business-led approach to economic development. The main purpose of this approach is to create jobs for Lambeth people, rather than bringing jobs from outside. Presenters pointed out several problems in carrying out the City Growth Strategy, including crime issues, housing issues and the lack of infrastructure for business. The chair emphasised the linkage between the Lambeth Community Plan and the City Growth Strategy.

A council officer gave an updated progress of the Lambeth Community Plan to the partnership board members. He also explained that the individual thematic groups had been working on the first three-year action plan, and that the statutory partnerships had tried to keep the plan realistic and deliverable on time. However, some voluntary sector members wanted to understand

more about what was deliverable under both the constraints of budgets and the requirements of government. They started to discuss to what extent the LF can contribute to Lambeth council.

There was another presentation by the local voluntary organization, the Lambeth Compact. The Lambeth compact is another partnership working mainly on social inclusion in Lambeth. The voluntary sector and statutory sector currently work together on the action plan and the code of practice. Like other voluntary organizations which are funded by the NRF, some councillors and council officers required Lambeth Compact to maintain openness and accountability to both the LF members and the general public in Lambeth.

According to Figure 8.10, 50% of the LF members thought that no organization dominated the LF, which was the highest proportion among the four LSPs. It seems possible that the Lambeth council did not take a lead of the discussion of the LF. The LF implemented their own way of the discussions, which are analysed below.

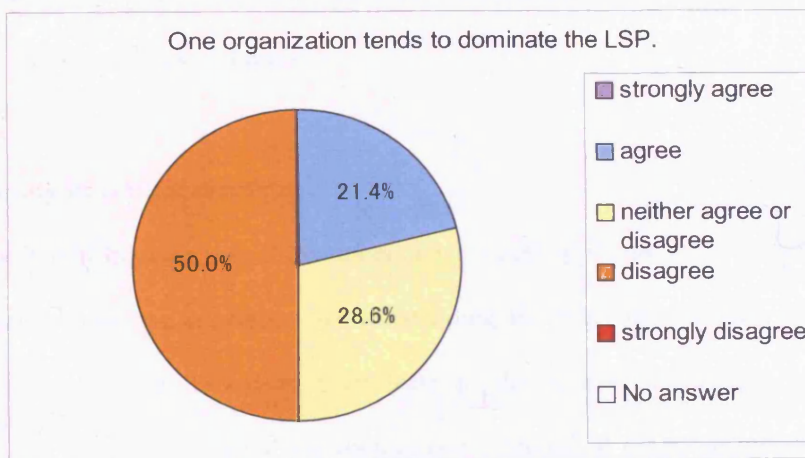


Figure 8.10 (Source: Author)

Co-chair system

First feature of the LF was chairing. The chairs of the LF were two representatives of the voluntary and community sector organisations. It seemed likely that the LF had the opportunity of electing the chairs because of the passive attitude to engagement of Lambeth council in the LF. The LF members felt satisfied with the way of electing the chair, and they seemed to feel in control of the meeting. As can be seen below, it seems likely that their experience of this positively affects the discussion.

LV1: All LSPs should have an election of the chair. And it has to be a vote by LSP members. I can't agree that other LSPs pick the leader of council as a chair automatically.

LS2: I think it shouldn't be said automatically the chair is a leader of the council. There might be a lot of people can chair, health education etc...

LS1: I think the board spend too much time to the processes, how we organize ourselves, how decisions get made, how many staff they should be, rather than how we are going to improve the condition of Lambeth.

Equal opportunity in communication

Secondly, in the board meeting, the LF members have equal opportunities to discuss and share their opinions, although there are conflicts. Notwithstanding the large membership, the board meeting kept most LF members motivated to participate in discussions. Their way of working helps recognition of and understanding the viewpoints and opinions of other LF members LF members commented on their discussion as follows.

LV1: The word 'partnership' is not necessarily understood by all partners. Partnership does not need to imply junior or senior partners. Partnership requires the equality of members in the partnership.

LS2: For me the agendas are not only [my agenda] but we are talking about real people, real issues in the borough. I think it is very interesting.

LS3: Communication is much more important than information. Good communication across the sectors is very important. They need to understand where each people are coming from. And understand things and they have to driving projects each other. It takes a lot of time if the discussion starts from how to communicate each other.

LS1: Voluntary sector sometime discusses something which is not the business of the LSP, but this was the opportunity for voluntary sector to engage with the council. That is only place they can do that. So that does happen; agendas get changed, because of that. ... But generally I think local voluntary and community sector representatives seem to me to do quite good jobs in fairly representing local view.

Lack of capacity

Thirdly, although the LF members felt satisfied with their environment for discussions, they were struggling to determine what they needed to do. They felt that the meetings tended to be not productive, because they did not know why they were there and what they needed to achieve. LF members sometime lost their focus because Lambeth council did not play a leading role of the LF activities. The leadership of the Lambeth council is important for the running of the LF.

LV1: LSP members don't know what they can do and what they cannot do. Council doesn't send messages what LSP can do or have to do to LSP members. One of the benefits of the LSP should be people can discuss in non-political arena.

LV2: People think this is democracy. Let's make it work. Then, they will see the other side - it is never gonna work.

Some members also pointed out that the insufficient strategy-making capacity of the of all MOST OF LF members increased the proportion of unproductive discussions. The LF members recognised that it may be because the LF had just started to attend to neighbourhood renewal. It seems likely that the capacity of the LSP participants affects the process to employ effectively and efficiently. For instance, the LF members worried how much time and effort they should devote to the productive output by working together. It seems possible that the LF members became easily frustrated with the progress of their activities, and the quality of the output.

LV3: As community development principle, the bottom-up approach is important. But realistically, I do not know how much time CEN have to spend the time for working from bottom up.

LV2: The government is asking the LSP to be very proactive. LSP is very young. All agencies are coming together, and basically we haven't learned how to do that yet.

LS3: It causes distrust. People have to learn and work together and learn the different language sets. They are talking about the same things but they are not talking in same way.

Procedural and psychological concerns of LF members to other members

The LF members described procedural and psychological concerns of LF members as follows.

Local Council

LS3: Councillors need to be involved. They are elected by local people. Advantages are they control an incredible amount of money through council. They are key executive members of the borough. Disadvantages are they can take over and have too much to say.

LS2: Local councillors say, “Hey we are elected. I am a councillor. I am elected by local people. How about you?”. Community people say, “Do you know the turnout of our borough? Do you really think most of local people voted for you?”

LV3: Before CEN were involved in the community development team, local council spent a lot of money on town centre development. And, after one year they stopped that development. Community development needs a long term approach but local council see just the short term approach and they wasted the money.

LV2: Lambeth council want LSP very autocratic.

LV1: I strongly think if you are the person who doesn't want to help or support local community or be a part of local community, don't come to LSP or even don't stand in general election. ... They are not keen to be involved in LSP.

Statutory Sector

LS3: I think it is important to remember that they did not have a great voice before LSP established.

LS3: But there is a barrier to do that. Especially the statutory sector, locals need have been identified. Sometime that is crush up the departmental targets; particularly health and police, which target we have to work for? They have a dilemma. That's why government have to be involved to try and identify the barriers to the LSP.

LS1: I think there are some problems in practice, because of limited amount of flexibility that organizations have. ... And, it is true for health sector, or college or police. We have very very clear targets which we have to meet.

LS1: So we couldn't decide something completely different, even if it is in the community strategy. We can bend the programmes within the limit of the target, but there is a clear tension between the target set by nationally and desire we are flexible to respond local situation.

Private Sector

LS3: Private sector in Lambeth is desperate. There is not a huge body of businesses and they are not particularly engaged.

LS1: I think it is quite difficult to get involved business people. They have a business to run. I would like to see business more involved. ... I think that some particular small businesses can get some money from private sector, but I don't think they put into their money to over all.

Voluntary and Community Sector

LS1: Communities are very suspicious that the council want to just take over and carry on running things exactly they have always done.

LS3: Voluntary and community sector has an issue, in the local history, how powerful the voluntary sector is and how much lobby it has. I don't think voluntary and community groups have much power in Lambeth. It makes a lot of noise, but it is not coordinated. It is not the fighting force. They cannot speak with one voice.

LV2: Voluntary sector organizations are constrained by the fact that they have to run the organization. They have to find the money.

LV3: CEN has their own communication structure with local community. It needs time to create the communication structure to secure accountability.

LV3: Local council see that the role of voluntary group as to follow up the mainstream services.

In terms of CEN, we could only do what we do effectively. CEN have a difficulty to be an equal partner like PCT and education. ... It is a quite unrealistic wish that community and voluntary groups get more involved in the mainstream services, especially at neighbourhood level.

LV3: CEN need a certain level of professionalism. We need extra time and resources to train people to participate in LSP.

LV1: Members of voluntary and community sector groups need research facility. We have got nobody. Actually so many papers come through. ... We need CEN not only as an administrator also as a research officer. I think that the government never considered it.

Nevertheless, the local council has the power to handle council budgets, and has to be an important player in the LF to deliver the neighbourhood renewal programme. Yet, the past relations between Lambeth council and the voluntary sector organizations were not positively developed. Because the Lambeth council were passively involved, it seems likely that the conflicts between the council and the voluntary and community sector organisation diminished down in the discussion of the board meeting . Most potential conflicts tended to relate to the constraints, such as departmental targets, of the organizational activities. From the historical perspective, the voluntary and community sector in Lambeth were doubtful as to the performance of Lambeth council, but they did not cooperate with other voluntary and community sector organisations for lobbying. There were tensions between the voluntary and community sector organisations.

To sum up, although the LF members were not satisfied with the structure of the LF, they seemed to be able to develop their capacity. Because they did not have sufficient support from the council, they encountered difficulties in conducting administrative or secretariat tasks, such as the provisions of information from the council.

In comparison with other LSPs, the partnership board in the LF was independent from Lambeth council. The LF members took a very democratic approach, and equally and proactively participated in the discussion. On the other hand, because of the weak leadership from this local council, compared with others, it seemed that members sometimes lost control of the discussion in the decision-making. The lack of capacity of the LF members seemed to decrease the motivation to run the LF. Although the LF members spent time for setting up the ground rules or procedure of the decision making, the LF could not spend as much time and effort for substantial issues of the neighbourhood renewal. They are not sure that they produce a high quality of output.

In terms of the psychological concerns, like other LSPs, there were potential conflicts between the LF members. It is, however, true that because of the passive attitude or behaviour of the Lambeth council, the manner of discussions was positively evaluated. This means that conflict assessment, selection of the members, and the design the process at the initial stage seems to be very important for effective and efficient decision making.

8.4 Reflecting needs and reaching consensus within the LF

This section explores how the LF members make decisions. Firstly, the effects of reflecting needs and reaching consensus are evaluated by using results of the questionnaire survey. Secondly, the difficulties and complexities in neighbourhood renewals are explored based on results of the interview survey.

8.4.1 Evaluation of reflecting needs and reaching consensus

The questionnaire survey showed that more than half of the LF members thought that they needed more discussions to resolve decision-making conflicts, and they thought that it was questionable whether they succeeded in considering social value or public interests (Figure 8.11 & 8.12)

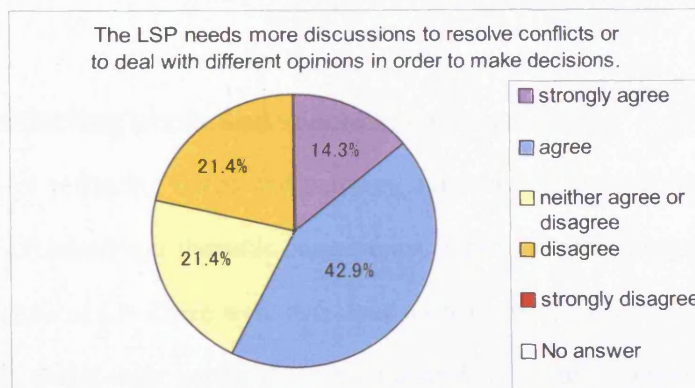


Figure 8.11 (Source: Author)

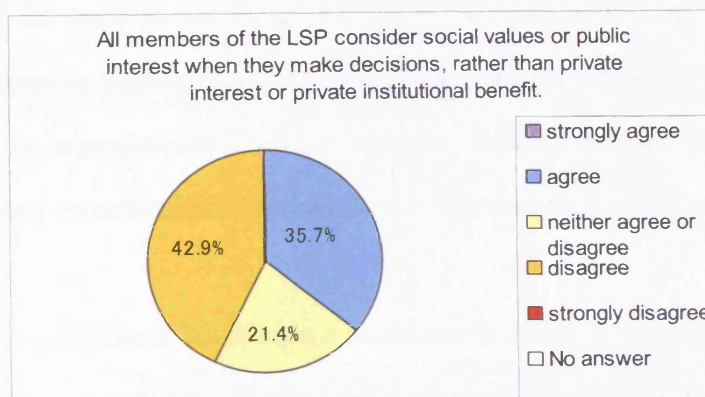


Figure 8.12 (Source: Author)

Also, the LF members were not sure that they produced a high quality of consensus, as shown in Figure 8.13.

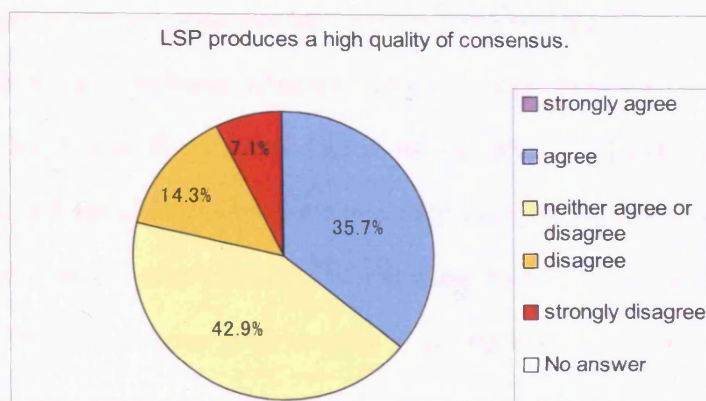


Figure 8.13 (Source: Author)

8.4.2 Analysis of reflecting needs and reaching consensus

The first difficulty for reflecting needs and reaching consensus is unequal degree of control and power between the LF board and thematic partnerships. Some members were concerned about not having the entire picture of LF. There were two statutory partnerships which worked independently: Lambeth health and social care partnership and Lambeth community safety partnership. Some decisions were made by individual partnerships, even though the decisions were linked with each other. In terms of the performance of the LF, some members pointed out the difficulties and constraints in coordinating thematic partnerships to show a tangible output. The unequal control and unequal power of the organizational structure caused conflicts that impeded the reflecting of their interests and reaching consensus, and reduced the contributions that the LF might otherwise have made.

LS2: What this government has done is it came up this joined-ups agenda. And it just doesn't work, because so many funding initiatives have got their own board and their own chief executives etc. These are operating in isolation.

LV2: NRF are supposed to do mainstream services get together. The effect is multiplied, if they work properly. It is not a bad idea but I am not 100% convinced in how NRF work, because I think that we need to break down the barrier of various departments, or various agencies. What can break down that barrier? That is really extremely difficult. It is very simple. Even in council each department receives money individually. So obviously people automatically understand in which department or who has a responsibility to that money. If NRF funding can break down the barrier a bit to work more effectively together, let's see how it goes. Also, I am not certain that our way is implementing in that way, and I am not certain that message is clear to everybody.

The second concern is the procedure of decision-making. As an example of the procedure of decision-making, the NRF allocation process is explored here. A GOL officer explained:

The experience in the LSP is very fruitful in some ways, but non-NRF LSP does not have distraction of NRF. So non-NRF can have focus on the strategy, not how to secure money to our organization. NRF is a very small pot. But it gives the impression like it helps a lot. So, people don't think of NRF as extra money or top-up for better mainstream services. LSP members focus on how to use money as sufficient funding. In this sense NRF is distraction.

The other sense of distraction is people don't have the perspective of Lambeth borough. I am not sure that LSP members consider public benefit in some discussions. It has given partners opportunity to agree or disagree about the use of a very small amount of money. People fight over a very small amount of money. All disagree how it should be spend. So, this cannot help partnership working. It actually tends to set up disagreement rather than agreement.

There was a certain level of the conflict between voluntary sector organizations arising from the NRF allocation, yet the LF members were not willing to be heavily involved in the discussion on substantive issues of the NRF allocation. It seems likely that, compared with other LSPs, the LF members were concerned with the procedure of the NRF allocation, rather than who got the NRF. Such procedural concerns related to the past conflicts that arose from the performance of the council.

LS2: LSP should set the strategy and shouldn't bet to involve the money side effect. As long as we follow the strategy, funding is not really matter. ... If we should set the strategy, and should set priority properly, we should leave the money to local council officers and allocate them according to the priority and the strategy we have set, rather than we have to be involved all process of NRF.

LS1: There has been a problem. What happened before I joined the partnership was, probably two years ago, they came up initial idea and priority. And that has shaped up how the NRF spent up to now. I think it has been bit mysterious. I don't think anybody is entirely clear about how do you apply for it, when is the deadline, when you apply, how the decisions are taken. I don't think that has been clear.

LV3: Lambeth is very political. We have a battle between Local council and CEN for the proper procedure.

In terms of the approach to the decision-making, particularly in the case of the procedure of the NRF allocation, it seemed likely that most LF members took an accommodating or a compromising approach. The LF members understand and share each others distrust of the council. They wanted to reflect and promote their shared priorities, rather than that of the council.

8.5 Contribution to the benefit of local residents

This section examines the contribution of the LF to the benefit of local residents in terms of the two-way communication between the LF and local residents and the reflection of local needs. It is explored by using the results both questionnaire survey and interview survey.

Table 8.3 shows the extent to which the LF secures accessibility and openness to local residents in terms of what information the LF provided. As mentioned earlier, because the council did not collaborate with the LF, no communication mechanism between the LF and local residents existed throughout the period of my observation survey. It is fair to say that the LF performed poorly in securing accessibility and openness to local residents.

Table 8.3 Accessibility and openness to local people (Source: Author)

For observing the board meeting	
The meeting date and venues	No
The time of meetings	Evening
For obtaining the information of the LSP	
Terms of reference	No
Meeting agenda	No
Meeting papers	No
Minutes	No
Accreditation	No
Performance management framework	No
For obtaining Community Strategy and NRS	
Community Strategy	-
NRS	Yes
Output of the NRF	-

● Two way communication between the LF and local people

About 40% of LF members felt that the LF provides an opportunity to communicate with local residents about their strategies, as shown in Figure 8.14.

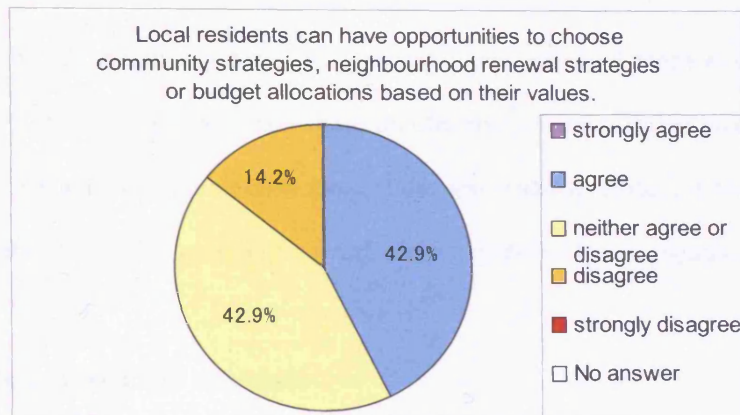


Figure 8.14 (Source: Author)

However, 40% of the LF members felt that local residents have difficulties in participating or observing meetings of the LF. (See Figure 8.15)

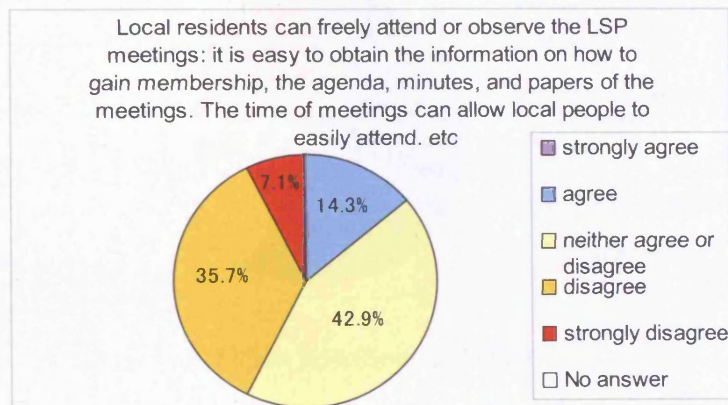


Figure 8.15 (Source: Author)

In terms of the communication with the local community, one of the voluntary members envisaged the following benefit.

LV1: We can reduce the burden of the consultation process if the issues are relating to one another. At this moment, PCT does their own consultation, police do the same, housing etc.... but if LSP handled those things, it would be good.

In fact, because the LF members needed to spend so much time and effort to establish a way of working they did not get around to establishing an effective communication mechanism with local residents. Although such a communication mechanism was underdeveloped; it seemed likely that, at least, the representatives could communicate with other members of their organisation.

● Reflecting local needs into strategies

The LF is required to produce tangible improvements, that meet local needs. Unlike other LSPs, nearly 60% of LF members believe that local people can build up trust in public services, as shown in Figure 8.16.

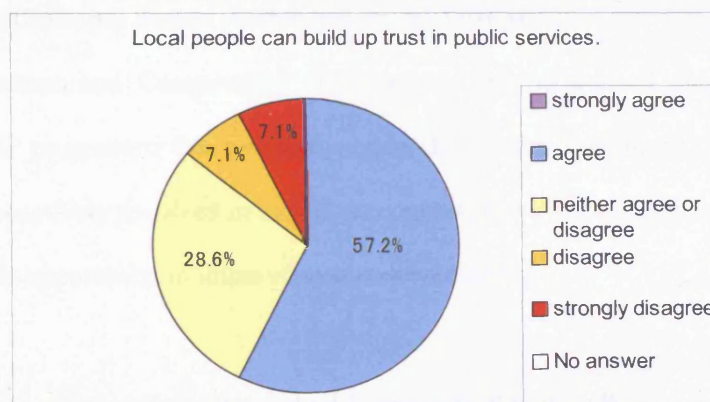


Figure 8.16 (Source: Author)

However, like other LSPs, most people pointed out that because the LF was still in initial stage, it was too early to see the contribution of the local council to local society. One of the LF members mentioned that:

LS2: Although there was a big investment on neighbourhood renewal, the LSP is still setting up the performance management framework. That is not available yet. I do think that there hasn't been reporting up to say this is our achievement.

Because the LF had not established the communication mechanism, the contribution to the benefit to local residents during my observation period cannot be estimated.

8.6 Conclusion

This chapter examined how LF members discuss neighbourhood renewals in Lambeth borough. This chapter analysed the effect of the LF approach and the difficulties arising due to such an approach.

● Preconditions of the LF approach

Analysis of the institutional design established by the ODPM

The Liberal Democrat and Conservative coalition of Lambeth council did not give adequate attention to the LSP programme that was launched by the Labour government. As a result, Lambeth council was not proactively involved in the LF. In contrast, however, the LF members welcomed the LSP approach as an opportunity to improve their deprived areas.

Evaluation of the institutional design of the LF set up by the council

According to the results of the questionnaire survey, the LF members were divided into two groups as to appropriateness of the structure. They did not consider that the LF is an effective decision making body. Most members were satisfied with the level of engagement of the local stakeholders to the LF.

Analysis of the institutional design of the LF set up by the council

The LF consists of the steering group, the partnership board and six thematic groups. The steering group was under developed. The partnership board of 27 members mainly dealt with the strategic issues. Compared with other LSPs, the proportion of the memberships of the voluntary and

community sector organizations in the partnership board was the highest, 15 out of 27. The thematic partnerships worked satisfactorily for the delivery of agendas, and carried out actions in the field of Health and Social care, Employment and Enterprise, Education and Learning, Community Safety, Social Inclusion, and Housing and Environment, respectively.

● **Two-way communication of the LF**

Evaluation of the two-way communication of the LF

Although the LF members thought that the decision making process was not transparent and encountered difficulties in obtaining information, they felt that they could understand other members' opinions, develop both their network and trust between members.

Analysis of the two-way communication of the LF

The weak leadership of the council strongly affected the institutional design and the style of discussions of the LF. The LF had a co-chair system in the partnership board, both chairs being representatives of the voluntary and community sector organisations. LF members felt that it was difficult to manage and run the LF, because of both the lack of capacity of the LF members and lack of administrative and secretariat support of the council. The LF members also experienced difficulties in discussing how to collaborate with thematic partnerships, because of the power relations or constraints of the thematic partnership. Furthermore, the discussions in the LF tended to lose their focus as a result of difficulty in understanding what the ODPM asked the LF to do. In terms of the psychological concerns between LF members, there were potential conflicts between LF members; especially the local council and the voluntary and community sector organisations. Because of the weak involvement of the council, most LF members felt that they were equally involved and freely discussed local issues, and did not face serious conflict with the council. The co-chair system provided the members with an equal opportunity for discussion; but the members encountered difficulties in managing and running the LF.

Reflecting needs and reaching consensus within the LF

Evaluation of reflecting needs and reaching consensus

The LF members generally thought that they need more discussions for making decisions and they were not sure whether they considered sufficiently social value or public interests. Furthermore, the LF members wondered whether a high quality of consensus emerged from their activities.

Analysis of reflecting needs and reaching consensus

The followings are identified as the major impediments to decision making. Unequal control and power between the LF board and thematic partnerships were the constraints at board level. These reduced the contribution of the LF to neighbourhood renewals. In board meetings, the LF members basically discuss the decision making procedure; consequently they could not spend much time for substantive issues of neighbourhood renewals. This being so, it is questionable as to what extent they can reflect their interests, needs, and priorities, into output of the LF activities. In terms of the decision-making, in case of the NRF, it seems that most LF members took the accommodating and compromising approach. Strong conflicts between the Lambeth council and the voluntary sector organisations did not occur in the discussion for deciding the procedure for determining the areas of the NRF allocations.

Contribution to the benefit of local residents

Like other LSPs, the LF members explained that it was still too early to demonstrate tangible outputs to local society. It seems questionable as to whether the LF had sufficient communication with local residents or not, because few effective communication channels were provided by the LF during the period of my observation. The LF consisted mainly of the voluntary and community sector members: communication via these members would be the only means for the LF to communicate with the local residents.

Chapter 9 Conclusion

This conclusion chapter summarises the findings of the previous chapters and then discusses the difficulties in obtaining maximum effects of the LSP approaches. Section 9.1 describes the scope of the thesis and its limitations. Section 9.2 analyses precondition of the LSP approach. Section 9.3 examines the difficulties in two way communication in the decision making process. Then, Section 9.4 analyses the difficulties in reflecting needs and reaching consensus. Section 9.5 describes the contributions that this research may make to planning practices, in particular, to public participation programmes.

9.1 Scope and Limitation of the Thesis

This thesis has explored why public participation programmes for strategy-making result in different output even though the underlying institutional frameworks are the same. My original question was this: why do some decision making processes in planning or infrastructure management require excessive amount of time and money, and sometimes generate conflicts among local residents? The LSPs were set up under government guidance in such a way that, without any precedents, they had to develop processes of arriving at decisions under practical conditions. The LSPs are a suitable example for the examination of aspects of the performance of public participation programmes that are not well managed in practice, as a procedure of the strategies making. Such aspects include the way that public participation programmes arrive at decisions and the degree of efficiency of the use of time and financial resources.

As detailed in Chapter 2, this study has developed an evaluation framework for examining the operation of LSPs. Although there are several participative planning theories, it seems difficult to use any of them as evaluation frameworks without expanding their scope. Furthermore, in case of collaborative planning (Healey, 1997), it seems to be the case that it cannot be used in practice. (e.g. Tewdwr-Jones and Allmendinger, 1998; Tewder-Jones and Thomas, 1998) This study has reviewed such arguments, pre-existing practical evaluation frameworks (e.g. Canadian Round Table, 1996)

and consensus building in the negotiation study, and proposes a different type of evaluation framework for discussing public participation programmes.

In some respects, there would be some conflicts which the council officers can reduce or control by employing their experience, knowledge or skills, although most conflicts would not be controllable by anyone. Therefore, the evaluation framework was developed considering the view of the council officers and planning practitioners. Chapter 3 examined LSP approaches as a main vehicle of “A New Commitment to Neighbourhood Renewal”. Also, difficulties in the discussions in the decision making process of the LSP approach were examined. As explained in Chapter 4, four case study areas, Wandsworth, Hackney, Camden, and Lambeth boroughs in inner London, were selected. From Chapter 5 to 8, each LSP was examined in terms of (a) preconditions of the LSP approach, (b) two-way communication, (c) reflecting needs and reaching consensus within the LSP and, (d) Contributions to the benefits of the local residents, by using the evaluation framework developed in Chapter 2 and 3.

Some might argue that the definition of the consensus in this study is different from the one commonly used in mediation or consensus building methods in Alternative Dispute Resolution in the US. This study believes that the definition as shown in Chapter 2 fulfils the meaning of ‘the terms of reference’ of the LSP; such as “HSP aims to work by consensus and where this is not possible a decision will be made through open majority voting.” Another criticism could be raised that this study has dealt with only a small part of the experience of the local stakeholders in the decision making process. However, the “process” of the strategy making or decision making is very long. A researcher cannot state categorically that a conclusion is true when it is based only the output or the final moment of decision making, because local circumstances involve past relationships between people which are subsequently not visible. Since my study covers such comprehensive processes, it is inevitably somewhat shallow and broad. Some might argue that the results would

only help the specific case of LSP decision making. However, because the decision-making is affected by diverse factors, such as procedure of the decision-making, capacity and relational issues of stakeholders, and local circumstance, this study needed to analyse the decision making process comprehensively. The psychological and procedural concerns collected by this study helped to show the reasons why some uncooperative behaviour and attitudes come up in meetings; this data can be used for helping to resolve conflicts in the future. Although each individual case has its own process, the study can contribute to the discussion on practical matters, such as what are common features, and what action needs to be taken individually or locally, in the decision making process of the LSP for reaching consensus among the LSP members.

9.2 The preconditions of the LSP approach

The section discusses *what forces have determined the institutional design of the LSPs*. Although there are only four case studies, the results of analysis show clearly that there are aspects of the initial settings of the LSP approach to which council officers should give special attention.

Findings

As discussed in Chapter 2, the nature of planning and strategy making presents council officers with the difficult tasks of setting up public participation programmes; such as identification of stakeholders and deciding the number of stakeholders, and dealing with informational complexity, rational political ignorance, social complexity, procedural complexity, strategic complexity, and over-commitment to reaching consensus. As many researchers have mentioned, consensus-building in collaborative planning is not guaranteed, but it is very important for local council officers to have a strategy for promoting consensus or preventing conflicts during the decision making process, bearing in mind the preconditions of the LSP approaches. This study has identified the necessary information for exploring preconditions of the public participation programmes, such as both social capital and human capital of individuals or organisations, the positions of those capitals of

individuals and organisations in the social structure, to what extent and how proposed plans may impact on both social capital and human capital within and between individual and organisations , what kind of potential disagreements over the proposed plan in the social structure may arise, and where they might arise.

In Chapter 3, this study has explored the nature of the LSP, how it works in detail, and identifies the information necessary for analysing the LSP approach. Then, this study examined the following issues: (a) Understanding of both aims and natures of the national plans provided by central government, (b) Designing the aims and the roles of LSPs, (c) Setting up the role of the LSP members in the strategy making process, especially the voluntary and community sector organisations, (d) Identifying difference in interests and power of the LSP partners who are the representatives of different policy areas at different administrative levels, (e) Resolving the negative relationships between local stakeholders.

Based on the comparisons of case studies, the study reveals the following. Firstly, as benefits, the LSP members pointed out that the LSP approach is a good opportunity (a) to work together with other main stakeholders towards local agreed targets, (b) to network with local stakeholders who are not familiar with each other and to understand how others work, (c) to receive financial advantages, such as NRF, Community Empowerment Fund, and Community Chest. On the other hand, they were aware of the following difficulties: for instance, (a) in relation to the commitment to other statutory partnerships, LSP members, especially local council officers, could not determine clearly both the aim and the role of the LSP, what value the LSP can add, and which issues the LSP needs to look at; (b) there was no guarantee that the strategy and projects will continue, because the first round of the NRF lasts only 5 years.

The widely varying institutional settings of the four LSPs, which were developed by the

local council, are described as follows. Each LSP was officially established and accredited by GOL at almost the same time. The boards of both WLSP and LF consist of 25 members; whereas, the board of both CLSP and HSP consist of 15 members. Both the WLSP and the CLSP have a similar single organizational structure, and decide on almost everything in the board meetings; both the HSP and the LF have a several sub-partnerships in the LSP structure, and they discuss their issues in each of subgroup individually and internally. (See Chapter 3)

There are other features of the chosen LSPs which are important. One of the features of the WLSP is that despite the Conservative party having political control, the Wandsworth council took a strong lead of the WLSP. The WLSP selects 6 representatives of town centres in local areas as private sector organisations, apart from the representatives of the voluntary and community sector organisations. The HSP has the HSP steering group and the HSP forum which consists of 50 members who are from the thematic partnerships. The HSP steering group firstly discusses the issues and makes some proposals. Then the steering group brings such proposals to the HSP forum to make decisions as the HSP. The CLSP was established so that Camden council could try to perform better as a council. Camden council respected the roles of pre-existing partnerships more than did the CLSP. Consequently, the CLSP did not need to discuss prioritised strategies which other partnerships had already covered. With regard to the LF, the Lambeth council is less involved in the LF than other LSPs. In the LF board, the members from voluntary and community sectors outnumber those from the statutory sector. The LF members discussed every procedure of every issue at the board meeting. (See Chapter 3)

The questionnaire survey found out the following. (a) The LSPs members were divided in their evaluation of the LSP structure. The WLSP were satisfied with their structure; whereas the HSP members were not satisfied with theirs. Both CLSP and the LF members were divided as to satisfaction with their structures. (b) Most LSP members across the four LSPs were satisfied with

their size and their memberships, although the institutional settings of the four LSPs were different.

(C) All LSP members felt that the LSPs were not effective decision making bodies. (See Chapter 5-8)

One of the principle functions of LSPs came about as a result of the launch of “A New Commitment to a Neighbourhood Renewal”.

Although it was beneficial for the local council to receive the NRF, the amount of the NRF was small. Furthermore, because the central government only prescribed the procedures of spending the NRF, the local councils were left wondering about the aims and the roles of the LSP. Against the background of the wide range of tasks performed by the local council, it faced the dilemma of whether or not to spend large amounts of time and effort for a relatively small amount of the NRF.

The LSPs that were setup by the council were strongly affected by procedures requested by central government. As the ODPM (2004) reported, LSPs operate four different government arrangements; advisory, commissioning, laboratory, and community empowerment. The most influential factors on both the aims and the roles of the LSPs were the performance and progress of the local council, and, equally importantly, the performance of statutory partnerships. The difference in both aims and roles between CLSP and HSP is one of the examples of the impact of these factors. It seems likely that the intention of every local council was to establish the LSP for optimising the performance of that council. (See Chapter 5-8)

Furthermore, the institutional setting of the LSPs, such as the structures of the LSP and memberships, were also affected by negative relationships between the local council and the voluntary and community sector organisations. It is very important to resolve this before the representatives of the voluntary and community sector join the LSP, because it affects the

discussions for the decision-making. For example, most LF members had an equal opportunity to take part in discussions. One of the main reasons for this is that although the Lambeth council and the voluntary and community sector organisations had a negative relationship, the Lambeth council did not take a lead of the LSP. Also, the HSP tried to resolve their negative relationship with the voluntary and community sector organisations which had resulted from serious conflicts between them concerning each others performance when the HSP was started. However, distrust between them was not completely removed by such attempts. (Chapter 5-8)

The role of the LSP members, once again, depends on the aim and the role of the LSP. It is, however, an important task for LSP members to discuss how to consult with local residents about proposals of the LSP. The relatively obscure role of the voluntary and community sector groups gives rise to another difficulty in the decision making process. They do not feel that they perform the role of liaison of between local residents and their umbrella organisation. It would be very difficult for them to play a role to consult or unify local needs, when there is a negative relationship between local council and the voluntary and community sector organisations. Furthermore, when the LSP became ineffective due to lack of interest on the part of the local council, the LSP members might have felt a diminished sense of motivation to be a LSP member. For example, some voluntary and community sector members resigned the CLSP membership, because they did not understand why they were the CLSP members. (Chapter 5-8)

Recommendations

Although experienced council officers might think that they can understand both the purpose of the new institution and local circumstances without performing an analysis based on past experience, nevertheless they need to re-explore the preconditions of the LSP approach in order to seek an adequate way of working. In fact, the survey results show that the conflicts generated in the discussion in the board meeting of the LSP can be prevented by measures developed from analysing

preconditions. This study insists on the importance and the necessity of exploring both the purpose of the new institution and local circumstances for obtaining adequate outputs, although it is difficult to understand them clearly.

Firstly, the local council officers need to understand the intentions of the government guidance for setting up the LSP, which was to provide an opportunity to work together to improve deprived areas under practical conditions of local areas, by using the relatively small sum of money of the NRF. Local council officers were asked by the central government about what they could produce with the NRF by working together for neighbourhood renewal with local stakeholders at their own discretion. For local council, in terms of keeping accountability, it is necessary to understand the intention of the central government.

Secondly, local council officers need to decide what issues are beneficial or at stake for neighbourhood renewal in local areas. To achieve this, they need to list alternatives or priorities that are relevant to the aims and the roles of LSPs. As ODPM (2004) reported, there are several suitable ways of organisational arrangements. The officers consider who should be involved in the LSPs, what interests they have, and what is the constraints for taking actions, what areas of disagreements might exist, and who would this affect.

Thirdly, local council officers set up the role of the LSP members in the strategy making process, especially the voluntary and community sector organisations. When they define the role and the aims of the LSP, they need to consider the roles of members. The LSP members might have a role in communicating or negotiating with people outside the LSP for achieving targets. Each of them has constraints, such as departmental targets. In case of the LSP, to obtaining collaboration with statutory partners and voluntary partners may play a role in the operation of the LSP and may increase its effects.

Fourthly, the local council officers need to identify difference in interests and power of the LSP partners who are the representatives of various policy areas at different administrative levels. They can find potential conflicts by analysing these differences. The local council officers should have a strategy for preventing conflicts and reaching consensus. Moreover, psychological concerns which might result from past performance or past procedures of the decision making need to be understand.

Lastly, the local council officers need to resolve the negative relationships between local stakeholders. In fact, it is not easy to restore trust after it has been lost, or to reproduce the positive relationship between the members. The distrust and negative relationship between LSP members cause unnecessary conflicts in the decision making process. To avoid bringing such tensions into the decision making process, it is worth trying to resolve them before interested parties joins the LSP, although conflict resolutions are not guaranteed.

9.3 Two-way communication

The section analyses *why LSPs encounter difficulties in two-way communication in strategy making process*.

It seems that the level of the participation of LSP was supposed to at 'partnership': however, the level of participation of the board meetings of some LSPs in operation can be seen as 'involvement' or 'consultation' by the LSP members, especially local council officers.

As explained in Chapter 2, this study defines the effect of the two way communication as development of human capital and social capital within and between governments, stakeholders and

stakeholders' organisation. This study also set up the following points for local council officers to consider, when they designing the plan making process and public participation programme; (a) Choice of the stakeholders with whom the government needs to conduct two-way communications, based on the examination of who should be involved, as mentioned in the previous section; (b) The institutional setting and communication methods for two-way communications with various stakeholders; (c) The steps of the plan-making, such as problem identification, formulation of alternatives, impact assessment; and evaluation, and public participation programme at each step of the plan-making; (d) Sufficient notification to stakeholders of opportunities to participate; (e) Provision of appropriate information to stakeholders using non-technical language; (f) Role of planning officers and stakeholders; (g) Inclusion of power difference, including social capital and human capital, in discussions; (h) Getting an agreement of ground rules of two-way communications between planners and stakeholders; (i) Flexibility and redundancy to cope with risk, and (j) The balance between the tasks of public participation programme and its resources.

In Chapter 3, based on the examination on the LSP approach as a main vehicle of "A New Commitment to Neighbourhood Renewal", this study set out the effects and difficulties of two way communication within the LSP approach. The main effect of the two way communication is defined as capacity development of LSP members. The points to consider regarding the two way communication are: (a) Securing sufficient capacity of the council officers as well as the LSP members, for the management of the strategy making process and public participation programmes, (b) Establishing and revising institutional settings including the organisational arrangements, procedure of the strategy making and the communication methods among local stakeholders, (c) Securing fairness and justice in the strategy making process and finding out what kind of potential disagreements can arise and where they can arise and deciding if they are worth discussing, given the difference in power.

Based on the results of the questionnaire survey, most WLSP, CLSP and HSP members consider that the board meetings tended to be dominated by one organisation; whereas the LF members did not think so. Also, most WLSP, CLSP, and HSP members thought that the decision-making process was transparent, but the LF members did not. The chairs of the WLSP, HSP and CLSP were from the local council. In contrast, the LF used a co-chairing system, the two chairs both being from the voluntary and community sector organisations.

Effects of two-way communication were explored by using the self-assessment of capacity development of the LSP members. The findings are as follows. (a) Although most members across the four LSPs felt that they were able to learn and share opinions of other members, LSP members in each LSP make varied evaluations of the accessibility of the information which is necessary for decision making. (b) Most LSP members of the four LSPs thought that they were able to build up their network and trust among the LSP members. (See Chapter 5-8)

Concerns about procedural and psychological concerns caused several difficulties and complexities in power relationship in the discussions. Those concerns which the LSP members commonly identified as the difficulties in the decision making process of all LSPs are as follows.

Firstly, not all LSP members were in the same position for the discussion and the decision-making for improving deprived areas. The council and statutory agencies can obtain information through their work, but other members may need preparation for attending the board meeting. Imbalances in information between the LSP members were observed.

Secondly, some LSP members have concerns about the procedures of decision making. Most people accepted the leaderships of the local councils, but they are concerned about the procedure of the decision making. The ground rules of the communication have to be agreed by the

LSP members; and the council needs to enforce such rules in order to prevent the generation of new conflicts.

Thirdly, there was a difference in attitude to being involved by the LSP. For instance, the council and statutory agencies have their committed jobs; and NRF was just a small top-up of their budgets. Although the statutory sector organisations had opportunities to include local needs to shape their strategy, they suffered from the constraints of their departmental targets. Compared with the benefit of the NRF, both local council and statutory sector organisations tended to think that the LSP imposes too much of a burden on the LSP members. On the other hand, voluntary and community sectors were relatively enthusiastic and were happy with the opportunities to say something formally. Moreover, the private sector did not find benefit from participating in the LSP. Although this kind of thing can be seen everywhere, this study thinks that it is a problem that some members believe that certain other particular members were not enthusiastic about discussing issues for improving deprived areas.

Fourthly, the differences of levels of capacity between the LSP members was also identified as one of the difficulties in the discussion. The council and statutory agencies were anxious as to whether the voluntary and community organizations could work with them as their partners, because of fears of inadequate capacity for partnership working and of premature behaviour. The voluntary sector organizations were not one organization, and the mechanisms for communication and decision-making among voluntary sector organizations were very different from other LSP members. This study identified psychological concerns which generate difficulties and complexities in the discussion of the strategies making process in the LSP.

Discussions

Based on results of survey, this study looks back to the points to consider which were described in

Chapter 3. Before discussing two-way communication, this section looks back the results of the questionnaire survey, because those results indicate important factors for discussion for the decision making process. As mentioned above, although opinions concerning the appropriateness of the LSP structure and transparency of the decision making by the LSP members differed, the results concerning building network and trust with other LSP members by participating in the LSP are almost the same among most LSP members across the four LSPs. They similarly and positively evaluated the learning and sharing the opinions of other members. In contrast, the LSP members diversely evaluated the accessibility to information which they need to make decisions. Although further analysis is necessary, the building up of trust and networks among the LSP members seemed to be not influenced by the institutional setting, transparency of the process, and provision of information. In other words, building trust and network are more affected by the action of the participation than how the discussion was undertaken.

Firstly, it is important to *secure sufficient capacity of the council officers as well as the LSP members, for the management of the strategy making process and public participation programmes*. As mentioned in the previous section, the local council officers are required to have adequate levels of capacity for establishing the initial LSP based on the analysis of the preconditions. Importantly, local council officers need to frame: for example, who should be involved, how the LSP discusses and make decisions, and how the LSP involves local residents. Those tasks directly reflect to the performance of both the LSP and the council. The result of the interview survey identified the capacity of the local council officers and the LSP members. The Wandsworth, Hackney and Camden councils showed strong leadership in the LSPs. Most LSP members felt the LSP was dominated by the local council. In contrast, the Lambeth council were not involved properly. Then other members of the LSP took the initiative to run and manage the LSP. However, the LSP members recognised themselves that they did not have sufficient capacity and that the discussion sometimes was not under control and unproductive. For this reason, it can be said that an adequate level of capacity on

the part of the local council officers is required for them to consider carefully how to design the institutional structure, how to secure transparency of the procedure of the decision making, and how to provide information for their decision making. This capacity issue affects performance of the LSP, and must receive attention even though it is difficult task.

Secondly, *to establish adequate institutional settings including the organisational arrangements, procedure of the strategy making and the communication methods within the LSP and between the LSP and local community is difficult and significant.* Setting up an adequate or comfortable institutional design is a key task of the effort of the LSP due to the fact that there is no guarantee that consensus can be reached, under the constraints of time and financial resources. In fact most tasks have to be decided before the board meeting is undertaken. As can be seen in the interview results, procedural and psychological concerns relating to past procedures and way of working left distrust among local stakeholders, for example, the disparities in information availability between HSP members would result from the LSP structure. Furthermore, the frustration with the procedure of the decision making would very probably lead to distrust of the council. It would be useful for council officers to agree with the members on the ground rules of communication, what information is needed, when the LSP members need it, and how the LSP should discuss it. Establishing an nebulous decision making process is not sufficient; the local council officers need detailed formation about the needs of the LSP members, and must provide adequate information at an appropriate request. The extent of this task affects the performance of the LSP as a public participation programme.

It is also very difficult but important *in securing the fairness and justice in the strategy making process and finding out what kind of potential disagreements can arise and where they can arise and deciding if they are worth discussing, given the difference in power.* As mentioned above, it could be said that integrity of the decision making process is the minimum requirement for reaching

consensus. However, it is likely the conflicts will generated despite fair and justified strategy making processes. In this regard, the process needs to find a balance between consistency and redundancy. For example, WLSP members had experience of serious discussions about time constraints, and considered whether they should keep to the deadlines set by the central government, or instead take time for consultation for housing policies in community strategies. Some WLSP members disagreed with their council regarding the extension of consultation periods as a procedure for the decision making; and the council accommodated them, in order to maintain harmony of the WLSP. If the council had not accommodated the dissidents, then serious conflicts would have been generated.

9.4 Reflecting needs and reaching consensus

This section analyses *why LSPs have difficulty in reflecting needs and reaching consensus*. It also gives an account *to what extent LSPs achieve involvement and success in shaping of the strategies of the partners?*

Findings

Firstly, Chapter 2 developed the criteria for reflecting the public interests and building consensus in the general context of public participation. The effects of successfully doing so can be explained as stakeholders being able to accept the final version of a plan or strategy. Points to consider for local council officers are (a) Participants have to be willing to reach consensus; (b) All stakeholders, such as public sector organisations, private sector organisations, and voluntary and community sector organisations, have positive social capital, including trust, among them, for building consensus; (c) Participants are trained and have skills for building consensus, such as setting ground rules of communication, knowing task stages as procedures of discussion, and stakeholders' attitude to discussion; (d) The process of consensus-building must secure fairness and justice.

In Chapter 3, based on the examination of "A New Commitment to Neighbourhood Renewal", the effect is defined as the LSP members being able to accept the final decisions of strategies or other activities. The difficulties for producing such effects are set as follows: (a) Commitment to reaching consensus given the constraints of alternatives and priorities of the strategies of the LSP partners; (b) Securing a sufficient level of outputs under the limited time and resources; and (c) A lack of willingness of some LSP members to promote neighbourhood renewal.

These effects were evaluated in this study. More than half of the members of most LSPs thought they needed more discussion to resolve conflicts for making decisions. Most LSP members of the LSPs thought that it was questionable whether they succeeded in adequately considering social value or public interests, CLSP was an exception in this respect. Furthermore, most LSP members of the four LSPs were not sure that they produced a high quality of consensus.

To seek reasons why the LSP are evaluated in such ways, the study applied five basic approaches to conflict resolution, namely, avoiding, accommodating, competing, compromising and collaborating, for analysing how they make decisions. All individual LSP members can choose their approaches based on his/her level of concern. However, even though the level of the participation of the LSP is nominally 'partnership', some operate essentially at 'involvement' level. It seemed likely that although there were many agenda items which LSP members might be able to discuss, the intention of the local council was, in practice, to obtain approvals of the LSP members on proposals. There were not many opportunities for reaching consensus. Although my observation on the board meetings of four LSPs lasted one year, it was very rare to observe the majority of members taking a collaborative approach to building consensus. The following is an account of the types of approach that were taken by the individual members in the decision making of the areas of the NRF.

With regard to the WLSP, the discussion about the NRF allocation was one of the good

examples of discussions in which most WLSP members took a collaborative approach, despite the fact that most WLSP members took different approaches in other cases. One of the reasons for which most members followed the collaborative approach is that most WLSP members were willing to improve the Roehampton area. This might be one of few cases in which most members adopted a collaborative approach for reaching consensus, across the four LSPs.

In contrast, although most decisions of the CLSP were smoothly made, most members seemed to take avoiding, accommodating or compromising approaches to decision making. The representatives of statutory sector organisations employed rational political ignorance if the agenda items were not relevant to their policy areas. The CLSP members were not very committed to reaching consensus. During the period of my observation, the members had little enthusiasm for neighbourhood renewal promoted by CLSP activities.

The Hackney council took a strong lead of the allocation of the NRF, and they asked for approval of the technical methods which apply to the NRF allocation. This generated strong conflicts among the HSP members. With regard to the approach for the decision-making, the local council and the voluntary and community sector organisations basically took competing approaches. Because of the power difference between the local council and the voluntary and community members, the local council made decisions, having rejected the opinions of the voluntary and community sector organisations. Such ways of decision making were typical in the HSP.

In case of the discussion about NRF allocation, it seemed likely that most LF members took an accommodating or a compromising approach. Most LF members distrusted the performance of the council. They sought a way to reflect and promote their own priorities, rather than that proposed by the council. It can be said that the consensus for the NRF allocation procedure emerged smoothly.

Discussions

Not all LSPs operate as 'partnership' in the decision-making process. For this reason, the decisions were tended to be made by approval rather than reaching consensus, although it depends on the agenda items. In case of the NRF allocation, most LSP had discussions among members.

By the time of the decision-making, the LSP members might have shared values or opinions, if the local council appropriately provides information in the decision making process. Then, based on the continuous discussions, the range of topics that they can agree on would be shared by the LSP members. Therefore, the results may be clear whether, and on which points, the LSP members can reach consensus. For this reason, the decision-making process and the decision-making itself has to be considered together. It would be possible to say that the strategies of communication or decision-making are important as the strategies of the neighbourhood renewal.

There were obstacles to obtaining the effects. The first one is that local council officers may be *committed to reach consensus under the constraints of alternatives and priorities of the strategies of the LSP partners*. As mentioned in the results of the questionnaire survey of this study, it is likely that most LSPs made decisions under the constraints of time, even though further discussion was needed. Sufficient discussion for understanding each other among the LSP members is important, but essentially difficult. Because local council officers have to fulfil requirements of other organisations, such as the central government, they sometimes force or persuade the LSP members into arriving at a consensus. It would be necessary to explore the range of topics which the LSP member can agree on from the beginning of the discussion process, and to prevent new tensions arising from the limited time and resources at the final moment.

Secondly, because of the nature of the NRF, it would be difficult *to have sufficient level of tangible output under the limited time and resource*. As shown in the case of the WLSP, in Chapter 5,

the Wandsworth council narrowed down the range of the arguments. The LSP member had an effective argument. Therefore, it could be said that the capacity of the local council plays an important role in controlling and managing the discussion process. In the case of the WLSP, in the end, they collaborated with each other and reached consensus.

Lastly, this study assumed that *willingness of some LSP members to improve neighbourhood* is very important for local collaboration. Of the five basic approaches to conflict resolution (Lewicki et al, 2007), collaboration is just one of five approaches for reaching agreements; furthermore, in basic approaches, conflict resolution is the result of individual choice of approach. Therefore, consensus might be built in the LSP process, but it does not mean that consensus is collaboratively reached by the LSP members. Furthermore, even if a consensus is reached, it would be possible that most people took an avoiding approach. In fact, collaboratively reached consensus does not occur in most cases. In the four LSPs; there are several cases in which consensus was reached based on the discussion of the LSP members, but not collaboratively. To conclude, at the time of the decision making, because the LSP members have only weak control, there are some areas in which local council officers are uncontrollable. The local council officers must have sufficient communication with members at the early stage of the decision making process, and must provide information adequately if the possibility of reaching consensus is to be maximised.

9.5 Contribution to planning studies

This study firstly developed the evaluation framework of the public participation programme. Secondly, the decision making processes of the LSPs were examined in order to discover why not all LSPs succeed in improving their deprived neighbourhood, notwithstanding the usage of the same guidance of the central government. Although the public participation has a long history and experiences of it has accumulated in the US, UK, Japan, and some other countries, the decision

making processes in planning and infrastructure management are sometimes very drawn out for some reasons. Many planning officers seemed to suffer from difficulties in designing the public participation programme, although some practical guidance were already published. (e.g. Committee on Public Involvement in Transportation in the US, 2003)

This study consists of a detailed investigation of the decision making process of the LSPs in operation, using documents, attendances at meetings, a questionnaire and interviews. This study has produced the useful empirical results that are background for further discussion of ways to improve public participation programmes, but it may be considered to be just a first step.

The possible future lines of research opened up by this study are as follows.

Firstly, unless a formal knowledge-sharing mechanism, such as knowledge management, exists in the local council, LSP members would not be able to pass their experience to someone else. Such a mechanism consists not only of formal records of the LSP, such as the minutes of the meetings but also of the knowledge, that the members have gained by experience, such as the nature of their conflicts, how they attempted to resolve the conflicts, and why they were or were not able to resolve them. Such details are very useful for other LSP members in managing their LSP approaches. This study can contribute to a further study in capacity development of LSP members, especially local council officers.

The results of this study are as a potential guide for conducting effective and efficient public participation programmes. Although the intention of the study was to investigate LSPs generally as a public participation programmes, it mainly covers the area of the conflict prevention. However, this study also pays attention to conflict management or conflict resolution. But after conflicts have been generated, consensus building, as one of the methods of mediation, is important

for improving the performance of the public participation programmes, when the conflicts are generated.

It is hoped that these results would also prove to be important as a bias for further examination of ways of designing public participation programmes so as to optimize their plan or strategy making.

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Greater London Authority

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www.london.gov.uk

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One Northeast Development Agency
North West Development Agency
East Midlands Development Agency
Advantage West Midlands Development Agency
East of England Development Agency
Yorkshire Forward Development Agency
Southeast of England Regional Development Agency
Southwest of England Regional Development Agency

www.lda.gov.uk
www.onenortheast.org.uk
www.nwda.co.uk
www.wmda.org.uk
www.advantagewm.co.uk
www.eeda.org.uk
www.yorkshire-forward.com
www.seeda.co.uk
www.southwestrda.org.uk

Government Office for London	www.go-london.gov.uk
Government Office for the North East	www.go-ne.gov.uk
Government Office for the North West	www.go-nw.gov.uk
Government Office for the East Midlands	www.go-em.gov.uk
Government Office for the West Midlands	www.go-wm.gov.uk
Government Office for the East Region	www.go-east.gov.uk
Government Office for the Yorkshire and The Humber	www.goyh.gov.uk
Government Office for the South East	www.go-sw.gov.uk
Government Office for the South West	www.go-sw.gov.uk
International Association for Public Participation	www.iap2.org

Appendices

A: Questionnaire Survey Sheet

B: Interview survey sheet

A: Questionnaire Survey Sheet

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Questionnaire for Study of Local Strategic Partnerships

Yukikazu YAMAGUCHI, the Bartlett School of Planning, University College London

Dear Sir/Madam,

I am conducting a survey amongst LSP participants. The information collected in this survey will be used to help my PhD study about local strategic partnerships.

I would be grateful if it were possible for you to complete the attached questionnaire which covers various factual aspects of the LSP structure and function. This questionnaire will only take approximately 10 minutes of your time to complete. Please be assured that the data provided will be treated as strictly confidential and used for academic purposes only.

Please return your response to the following address no later than_____.

If you feel that you could contribute to my research on this topic in any other way, I would be extremely happy to arrange an interview to follow up this survey. If that is the case, please give me your contact address in section 1.

I would like to thank you in advance for taking the time to complete this questionnaire survey.

Yours faithfully,

Yukikazu YAMAGUCHI
PhD student
Bartlett School of Planning
University College London
Room 431 Wates House
22 Gordon Street
London WC1H 0QB

Inquiries to:
Yukikazu YAMAGUCHI
[t] 020-7679-4885
[f] 020-6769-7502
[e] bartinquiry@yahoo.co.jp

Section 1: Face

1.1 How would you describe yourself?

- ☐Councillor
- ☐Local council
- ☐Other statutory sector
- ☐Private sector
- ☐Volunteer/community sector

1.2 Are you a LSP member?

- ☐Yes
- ☐No

1.3 How often have you been able to participate in LSP meetings last year?

- ☐Every time
- ☐More than 80 % of attendance
- ☐More than 60 % of attendance
- ☐More than 40 % of attendance
- ☐Occasionally

Optional

If you can accept an interview survey of approximately 30 mins, please write down your name and contact address. I would appreciate for your warm support. I will contact you later.

Name: _____

Organization: _____

Contact address: _____

Telephone: _____

Fax: _____

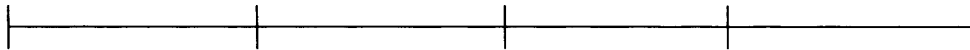
E-mail: _____

Section 2: Partnership design and structure

How much do you agree with each of the following statements?

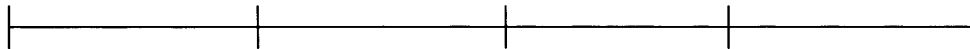
2.1 The membership of your local strategic partnership consists of a wide range and variety of key organizations.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree



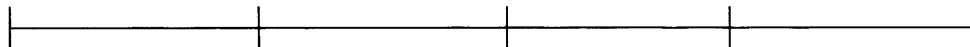
2.2 The LSP had a difficulty in engaging the key organizations.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree



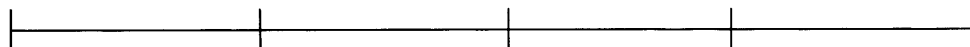
2.3 The structure of the LSP is appropriate.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree



2.4 The current LSP is an effective decision making body.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree



2.5 The frequency of the LSP steering group meeting is appropriate.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree



Section 3: Discussion and decision making process

How much do you agree with each of the following statements?

3.1 The discussions among LSP members are helpful in considering social values or benefits based on high quality of information in order to coordinate several activities of organizations which have membership of LSP.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

3.2 The decisions in the LSP are made after sufficient discussions on local issues, interests and efforts among the LSP members.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

3.3 You have enough opportunities to express your opinion, and for it to be understood and shared by other members in the meeting.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

3.4 The steering group is supported by sub (or thematic) working groups in order to discuss and make a decision on local issues or community strategy in terms of the provision of objective information and expertise?

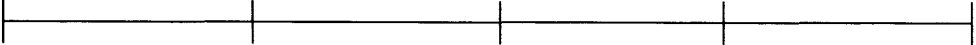
Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

3.5 The decisions made by the LSP take note of the diversity of cultural points as well as the means of achieving targets.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

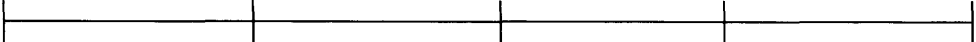
3.6 The one organization tends to dominate the LSP.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree



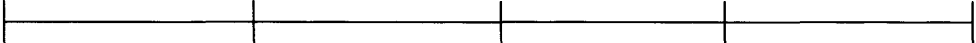
3.7 The decision making process has transparency among the LSP members.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree




3.8 There were several conflicts of interests and opinions among LSP members.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree



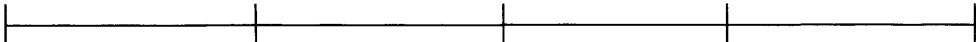
3.9 When there is a conflict, LSP members have to discuss till consensus is reached.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree



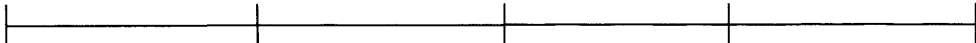
3.10 When there is a conflict, LSP members should follow the objective, scientific evidence or expert opinions rather than making the decision by discussion amongst LSP members.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree



3.11 The decisions in LSP are made sufficiently democratically.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

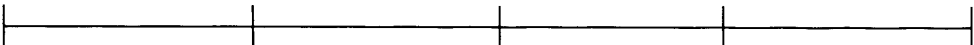


Section 4: Delivery of the partnership approach

How much do you agree with each of the following statements?

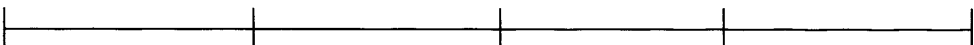
4.1 The LSP can provide more knowledge, ideas and effective joint action, than the policy maker and analyst.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree



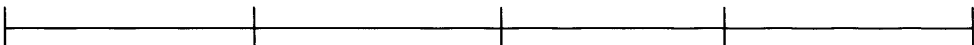
4.2 The activities of the LSP are more helpful in understanding what are the issues of other groups, than before.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree



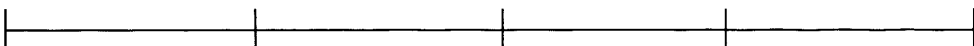
4.3 The activities of the LSP are more helpful in forming coalitions with other groups for tackling local issues, than before.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree



4.4 The activities of the LSP are more helpful in affirming social values or the public interest of local society, than the policy maker and analyst.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

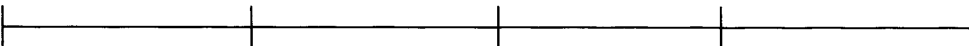


Section 5 Volunteer/community group

How much do you agree with each of the following statements?

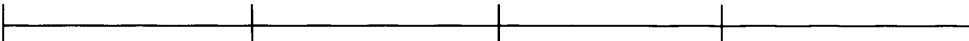
5.1 Local volunteer/community groups are more empowered than before.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree



5.2 Local volunteer/ community groups can contribute to local society through LSP activities.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree



Section 6: Evaluation of decision making

How much do you agree with the following statements?

Pre-evaluation activity

6.1 The LSP considers the performance effectiveness in order to achieve the targets, as pre-evaluation activity.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

6.2 The LSP considers financial efficiency, as pre-evaluation activity.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

6.3 The LSP considers local public benefit, as pre-evaluation activity.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

6.4 The LSP considers local fairness, as pre-evaluation activities.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

6.5 The LSP considers local needs, as pre-evaluation activity.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

6.6 The decision making procedure has transparency between the steering group and local community.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

6.7 Local residents can confirm the decision which the LSP has made.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

Post-project evaluation activity

6.8 The LSP considers the performance effectiveness in order to achieve the targets, as post-project evaluation activity.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

6.9 The LSP considers the financial efficiency, as post project evaluation activity.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

6.10 The LSP considers local public benefit, as post project evaluation activity.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

6.11 The LSP considers local fairness, as post project evaluation.

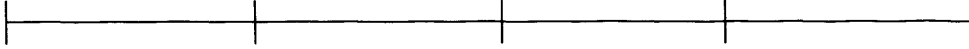
Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

6.12 The LSP considers local needs, as post project evaluation.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

6.13 The LSP should consider reallocation of budget or changing strategies when the performance is not good enough.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

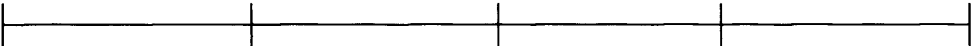


Section 7: Your own capability building: Working together with LSP members

How much do you agree with each of the following statements?

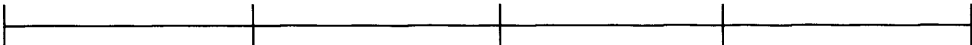
7.1 You have been able to acquire more knowledge and skill about how the LSP works.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree



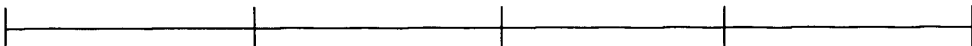
7.2 You have been able to learn and share different opinions of other LSP members for making decisions.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree



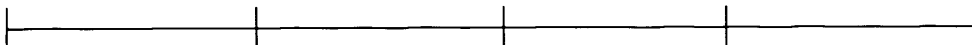
7.3 You have been able to access all information that you need for making decisions.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree




7.4 Your view of social values or public interest has been changed after discussion with other LSP members.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree



7.5 You have been able to build up networks of the relations among other LSP members, for improving local society.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree



7.6 You have been able to build up trust with other LSP members through the LSP activities.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

7.7 You have been able to exchange mutually the skill and knowledge relevant to the LSP activities, rather than a one way exchange.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

7.8 The LSP needs more discussions to resolve conflicts or to deal with different opinions in order to make decisions.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

7.9 All members of the LSP consider social values or public interest when they make decisions, rather than private interest or private institutional benefit.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

7.10 LSP produces a high quality of consensus.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

Section 8: Capability building of local residents

How much do you agree with each of the following statements?

8.1 Because the LSP activity helps to improve literacy and school attendance in local society, local residents, in the long view, will be given enhanced freedom of choice in everyday life. (including better opportunities of jobs, health and education etc)

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

8.2 Because the LSP activity helps to improve skills acquisition and training in local society, local residents, in the long view, will have enhanced freedom of choice in everyday life of local residents.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

8.3 Because the LSP activity helps to reduce worklessness and unemployment, it, in the long view, will give enhanced freedom of choice in everyday life of local residents.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

8.4 Because of the LSP activity, local people will perceive less anti-social behaviour and less crime, than before.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

8.5 Because of LSP activity, local people feel that health services are better, than before.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

8.6 Local residents can have opportunities to choose community strategies, neighbourhood renewal strategies or budget allocations based on their values.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

8.7 Local residents can freely attend or observe the LSP meetings: it is easy to obtain the information on how to gain membership, the agenda, minutes, and papers of the meetings. The time of meetings can allow local people to easily attend. etc

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

8.8 Local residents who are disadvantaged because of where they live will have more freedom of choice when strategies or targets are achieved.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

8.9 Local residents will be provided with a greater variety of freedom of choices to achieve their goals, than before.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

8.10 Local residents can understand what sort of problems other groups pursue from the LSP activities.

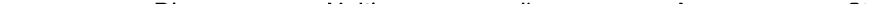
Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

8.11 Local people can build up social networks in local society because of the provision of the LSP activities.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree

8.12 Local people can build up trust in public services.

Strongly disagree Disagree Neither agree or disagree Agree Strongly agree



Thank you very much.

[illegible]

INTERVIEW SURVEY

[Institutional structure]

- a) Could you explain both advantages and disadvantages of “A new commitment to neighbourhood renewal”? (including LSP approach)
- b) How appropriate did you find the structure of your LSP for discussing and implementing neighbourhood renewal?
- c) Do you think that your LSP involves all significant local stakeholders?

[Local condition]

- a) What were the interests of LSP members? (for example, interests in the neighbourhood renewal, the procedure of decision making, and private interests of the members)

[Consensus-based decision making process in the LSP]

- a) How do you assess the performance of your chair?
(Did you know the communication steps for making decisions in the LSP?)
- b) Did you have sufficient opportunities for expressing your opinions?
- c) To what extent were all significant interests of all LSP members taken into account?
- d) Did you have good accesses to the professional information necessary for carrying out your tasks?
- e) Did you find any tension arising between LSP members? If so, what kind?
- f) Do you think that decisions taken in your LSP reflect your needs?

[Contribution to local society]

- a) Did you have sufficient opportunities to get to know the needs of local residents?
- b) To what extent does the LSP contribute to the neighbourhood renewal?